Report on the Administration of Burma

For the Year 1920-21

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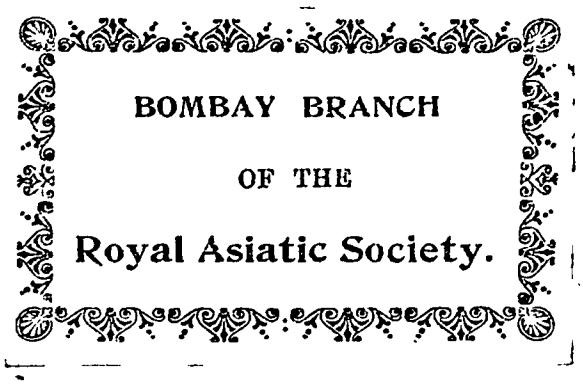

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REPORT

ON THE

ADMINISTRATION OF BURMA

For the Year 1920-21.

PART I.

GENERAL SUMMARY.

1. The Honourable Sir Reginald Henry Craddock, K.C.S.I., I.C.S., was Lieutenant-Governor throughout the year. No important geographical changes were made between administrative units, but a scheme for the redistribution of Commissioners' charges was submitted to the Government of India during the year. Upper Burma is to comprise three Divisions, the North-East Frontier, including the Shan States, the North-West Border, including the Chin Country, and the Mandalay, comprising the rest of Upper Burma; the creation of a Rangoon Commissionership will add one to the number of such posts in Lower Burma. In conformity with this scheme the Ruby Mines District of Upper Burma was partitioned. A proposal for the reorganisation of the police-force in ten districts of Lower Burma was also submitted to the Government of India: its most important feature is an increase in the number of Head Constables, balanced by a decrease in the cadre of Constables.

2. The Southern Shan States enjoyed peace on the border. Crime was, as usual, light, though it is probable that in the matter of the State Police quality has been sacrificed to quantity, and that a much smaller force, adequately paid, would be more efficient. There was a failure of the later rains, and the season was again unfavourable to rice, wheat and opium: dry crops fared better,

and the harvest was satisfactory on the whole. Cattle disease was confined to small sporadic outbreaks, and the health of the people was good. The volume of trade increased, and after allowance has been made for the diminished purchasing power of money, would appear to be recovering its former level. Due attention was once more paid to communications, the present state of which is creditable to all concerned. A prospecting license for coal was issued over 131 square miles to a syndicate, and the fate of the venture will be watched with interest. The Chiefs of the Karenni States declined to join in the proposed Shan States Federation, but for the present this will make no difference to their status. The rain was, for the most part, badly distributed, and a considerable amount of rice had to be imported from Rangoon. Owing to trade depression the important Mawchi Mine was temporarily closed down: the disbandment of the employees naturally caused a fall in the rate of wages, but there was no real distress, and the public health was good. Forest revenue again declined, and an adequate Forest Department is undoubtedly the most important need of the Karenni States. The chief event which happened on the Chinese border of the Northern Shan States was the capture of a brigand who had been responsible for considerable trouble during the previous year. Attacks were made on the State of East Manglün, but the invaders were easily repulsed by the *Sawbwa*. The State of Möng Mit was added to the Northern Shan States on the dismembering of the old Ruby Mines District. Crime increased to a certain extent, but was adequately dealt with. Ginger and tea proved successful crops, but cotton, oranges and rice suffered for want of rain; the health of the population was satisfactory. In the Chin Hills those tribes who were still at war with us tendered their submission. In pursuance of the policy referred to in the summary of last year's Report, two expeditions were made from different points into the unadministered territory adjoining the Chin country; no resistance was encountered, and a cordial understanding appears to have been reached with the inhabitants. The harvest was indifferent, and there was some epidemic disease. In the Kachin Hills the year was uneventful, and the season moderate.

3. The agricultural year was again unfavourable to the Province, though in Lower Burma the crops showed some improvement. Speculation forced up the price of Burma rice, and the non-agriculturist suffered in consequence. There was a conspicuous improvement in the public health, though the mortality from plague was greater than in the previous twelve months. The total current demand from all heads of revenue was slightly less than in 1919-20, though both ordinary land revenue and fishery revenue showed an increase. Collections of current land revenue increased, in large measure owing to the fact that it was found impossible to continue the experiment, tried in the previous year, of allowing revenue to be collected later than March 31st. In spite of this the collection of land revenue proper improved in many districts far easier than the collection of fishery revenue, capitation-tax and *thathameda*. Settlement operations were in progress in five districts, and new rates were introduced in three districts, during the year. The area of revenue-paying land occupied by agriculturists continued to decrease. There are welcome signs that the tenantry in Lower Burma are tending, as time goes on, to become more stable.

4. Six of the measures dealt with by the Legislative Council became law during the year; two more Bills were passed by the Council, and three others were referred to Select Committees. Of the first-named class the most important are, perhaps, the Rangoon Small Cause Courts Act and the Burma Suppression of Brothels Act. Another important enactment, the Rangoon Development Trust Act, was declared by notification to come into force during the year. Owing to a somewhat remarkable change in public opinion on the principles of the measure, the passage of the City of Rangoon Municipal Bill was again delayed. Crime maintained its upward tendency, the increase of true cognisable cases occurring mainly among offences committed in respect of property. A comparison of the statistics of ten years ago reveals the fact that the rise of crime has far outstripped the increase of population. The work of the Police, as reflected in the percentage of successful prosecutions, remained practically at the level attained in the

previous year. That three quarters of the murders in this country go unpunished is less a reflection on the Police than upon the public, which has not yet learned to treat the murderer as its enemy. The usual instances are recorded of brutal and apparently motiveless crimes of this nature. Considerable success was attained in certain districts in the working of the Habitual Offenders Restriction Act; in the matter of habitual offenders generally steps are being taken to make the registers more useful by cutting out unnecessary names. The Finger Print Bureau increased its collection of slips to over two hundred thousand: the work of this branch of the Police Department is steadily expanding. The Military Police Establishment was still a thousand men under strength owing to extensive military operations on the North-West Frontier of India: the recruiting in Burma of indigenous races was reopened. The health of the men improved: the supply of mosquito nets diminished malaria, and no cases occurred of plague or cholera. The results attained at classes of instruction in India and elsewhere were excellent. The force still suffered from a paucity of British officers. Industrial unrest is something of a novelty in Rangoon, but the vigilance of the Rangoon Police forestalled any disturbance of the public peace from this cause, as well as from political agitations such as the Khilafat movement. In the sphere of village administration the headmen continued to do good work. An important development of late years has been the rise of the system of Headmen's Associations. Armed with few actual powers, indirectly they wield a considerable influence, and they would appear to fill the vacuum left by the strong local authority which passed away with the disappearance of the circle headman. The process of amalgamating village-tracts continued, but it is now generally agreed that each case must be considered on its merits, and that no rigid adherence to the scheme can be enforced. The work of the Criminal Courts increased with the rise in crime, but there was a continued improvement, especially in Upper Burma, in the reduction of unnecessary work by the dismissal of trivial complaints, and a further welcome decrease in the duration of trials and appeals. The daily average number of prisoners in the jails increased by over a thousand, and the average cost to the State per head to

nearly Rs. 100. Health was better, the death-rate being the lowest recorded for the last four years, though outbreaks of influenza at several jails increased the number of admissions to hospital. The old trouble of overcrowding, for which, during the war, several palliatives presented themselves, has now once more to be faced. The standard of conduct at the Meiktila Juvenile Jail was much below that of the previous year. Crafts learned in the jail appear to be very seldom followed by the prisoner on his return to the outside world, and it would seem to be preferable to concentrate on schooling and agricultural work. There was an increase in the volume of civil litigation, more marked in the Lower than in the Upper Province. Suits for money and moveable property are chiefly responsible for the rise, but the underlying cause is difficult to discover, since the litigation of a particular year is by no means dependent on the economic conditions of that year alone. There is room for improvement in the working of the Provincial Insolvency Act: the Insolvency Court is said to remain largely a mere court of jail delivery instead of discharging its functions as a machine for distributing assets among creditors. Court-house accommodation was still inadequate.

5. The number of municipalities increased by one to forty-seven: this latest addition is, of course, elected and non-official in character. Ten municipalities possessed a non-official president, and twenty-five a non-official vice-president. In view of the impending reforms in their constitution the term of all committees was extended beyond the normal, and no general elections were held. There was an increase in the capital outlay on water-supply, and on hospitals and dispensaries. Rangoon saw its normal revenue increase considerably, and was able to make some progress with the task of clearing off accumulated arrears in the matter of road-making. Fire was responsible for much damage in Rangoon, but most of the other municipalities escaped its ravages. A matter which will demand the close attention of the reformed Committees is the serious amount of taxation outstanding in many of the minor municipalities. The continued prevalence of influenza kept the Rangoon death-rate abnormally high; plague was responsible for

eleven hundred deaths, but cholera and small-pox wrought comparatively little havoc. In up-country municipalities the incidence of epidemic disease was far less severe, and 75 *per cent.* recorded a decline in the death-rate. As in the two previous years the income of the Rangoon Port Trust exceeded that enjoyed in 1913-14, but the inevitable rise of expenditure has reduced the surplus on Revenue Account to one-thirtieth of what it was in the last year before the war, and the Port has much leeway to make up before it can be considered to have attained its old time level of prosperity. The purchase of the Strand Market site from the Municipality will remove what has long been an obstacle to port development. The chief administrative event of the year was the separation of the functions of Chairman and Chief Engineer, hitherto combined in a single officer. Fewer ships visited the Province than in the previous year, but the tonnage involved increased by about one-sixth as the larger steamers, returning to trade after their release from war work, displaced the fleet of sailing vessels that had meanwhile been filling the gap.

6. The Agricultural Department suffered from a shortage of officers, and it was necessary to concentrate its activities on limited areas. The chief attention was paid, at the Mandalay and Hmawbi Farms, to the improvement of paddy, and a short-lived Japanese type was introduced into the dry zone, to which it is expected to be peculiarly suitable. Experiments with white beans at Mahlaing have succeeded in producing five distinct types free from all but a negligible quantity of prussic acid. The testing of cotton strains was continued at the same farm. The cultivation of sugarcane is rapidly expanding, and the Agricultural Department was unable to meet the demand for "sets"; there is a prospect of white sugar factories being opened at different centres. Selected seeds of paddy, cotton and groundnut were again distributed in large quantities : one Deputy Commissioner offered to remit land-tax and to supply seed free of cost to land-holders who were prepared to experiment with dry crops on paddy land under the instructions of the Department. The mortality from rinderpest in Lower Burma showed a satisfactory decline but cattle owners in

Upper Burma suffered from the most disastrous season experienced for fifteen years. Segregation rules were, as usual, largely ignored, but the belief in inoculation appears to be steadily gaining ground in many districts. The total estimated outturn of unhusked rice was more than half a million tons in excess of the revised estimate for the preceding year. The control fixed the price at Rs. 180, and was not taken off till the new crop was practically on the market. Holders who had expected to reap large profits on the removal of the control were accordingly forced to sell at a loss. The new crop was probably sold by the bulk of the cultivators at about Rs. 150, but speculation later raised the price in some districts as high as Rs. 235. Prices for sesamum were high, but cotton scarcely repaid the cost of cultivation, and the value of tobacco declined. In spite of adverse rainfall the estimated yield of ground-nuts increased by 14 *per cent.*; the output of rubber was restricted in consequence of the poor prices realised. The co-operative movement obtained a footing in the Arakan Division, and only eight districts in the province remained untouched by its influence. With the exception of Cattle Insurance Societies, to which special attention has since been paid, all kinds of societies increased in number. The Provincial Bank was once more unable to declare a dividend, owing to the depreciation of its Government securities. An encouraging feature of the year's working has been an increase in the amount of deposits from individual Burmans. The older established District Central Banks continued to do well, and to reduce their liability to the Provincial Bank. The newest Banks were not very successful in attracting local deposits, and one of them was unable to start business at all. The rate of increase among Agricultural Credit Societies received a temporary check owing to insistence by the Department on a Society's being capable of keeping its own accounts as a condition precedent to registration. The Sittang Colony Societies did well, but the Yandoon Island Settlement proved a disappointment and a bad harvest in Myitkyina militated against the repayment of Government advances. The Mahlaing Ginnery was successful and a co-operative rice milling society was established at Singaing.

7. Large sums were spent by the Forest Department on roads and buildings, but progress is hampered by a system of finance which debits these against revenue as working expenses instead of meeting them from capital loans. The output of teak increased, and a note of warning is sounded as to the necessity of carefully regulating girdlings to avoid premature exhaustion of the forests. The wolfram mining industry remained in a state of depression, and nearly all the mines were closed down. The price of tin was good at the beginning of the year, but a slump set in and the average price obtained was considerably less than in the previous year. The trade in precious stones was dull, and there was a decline in the outturn of petroleum, though its worth rose considerably owing to the introduction of a new system of valuation. The Burma Corporation, in the Northern Shan States, had a successful year, both with their silver and their lead.

8. No new industries were established during the year, but a considerable number of new factories was brought upon the register. The long-sanctioned post of Assistant Inspector of Factories was filled. Accidents increased in number, but managers are coming more and more to co-operate with the Department, and voluntarily to seek its advice; in only two cases was it found necessary to institute prosecutions for inadequate fencing. The total value of the sea-borne trade exceeded all previous figures, but fluctuations in exchange produced commercial instability in most countries of the world, and the year cannot be considered a very satisfactory one from the point of view of the import trade. The export trade, as regards the chief commodity, rice, was in a more satisfactory condition. From January 1st, 1921, the control was largely modified and export was unrestricted, or allowed freely under license. The United Kingdom remained Burma's best customer, claiming three-fifths of the imports and a quarter of the exports: the chief feature of the foreign trade was the reappearance of Germany as a customer. The principal imports from foreign countries were cotton manufactures, metals, machinery and hardware, and the principal exports were rice, paraffin-wax, raw cotton and timber. In the Indian trade the chief imports were cotton twist and yarn,

cotton manufactures, manufactured jute and grain and pulse, while the commodities mainly exported were rice, mineral oils, and wood. There was a decline in the transfrontier trade with foreign countries as movements by sea became freer.

9. The Public Works Department increased its expenditure, especially under the head of Provincial Civil Works, half of the grant for roads was spent on repairs, and half on original works, the latter expenditure being the heaviest ever incurred on this object. A serious attempt was made to grapple with the problem of providing accommodation for Government servants, of all classes, in Rangoon. Progress was made with the work of hydro-electric survey, and some promising sites have been discovered. The navigation canals were maintained in good working order; of the irrigation systems the Mandalay and Shwebo Canals suffered from deficient rainfall. Three new lines of railway were under construction during the year, the expenditure being debitable to the rice control profits; the Aungban-Heho extension was completed, and opened to traffic. One very serious accident, involving the death of 120 persons, took place on the main line of the Burma Railways. The remaining accidents were not of great importance.

10. No modification was introduced during the year of report into the Provincial Settlement, regulating the distribution between the Imperial and Provincial Governments by certain heads or proportions of heads of the receipts and expenditure of the Province; but early in 1920 a Committee under the presidency of Lord Meston, appointed to consider the whole question of Imperial and Provincial Finance in view of the changes consequent on the Montagu-Chelmsford Scheme of political reform, visited Rangoon in order to examine the financial position of the Province and subsequently recommended a redistribution of receipts and expenditure designed to give effect to the new responsibilities of the Provincial Government and the altered relations between it and the Central Government. The Meston Committee's recommendations were subsequently confirmed by the Joint Parliamentary Committee and effect was given to them in the year 1921-22.

To return to 1920-21, the gross revenue and receipts under Imperial increased from Rs. 568 lakhs to Rs. 743 lakhs and under Provincial from Rs. 677 lakhs to Rs. 1,597 lakhs. The debt and deposit transactions of the Province showed an increase of Rs. 86 lakhs. The improvement under Imperial was contributed by Customs and Income-tax, partly counterbalanced by decreases under Salt and Opium. The increase under Customs was due to the revival of trade, rise in prices and the abolition of the Rice control, and that under Income-tax to enhanced profits of commercial houses. The falling off in the Excise duty accounted for the decrease under Salt. The principal item of increase under Provincial was under "Miscellaneous" owing to the adjustment of 890 lakhs on account of profits from the rice control scheme, which, as being properly Provincial revenue, were credited to Provincial Funds. Increases occurred also under Land Revenue, owing to the collection of arrears from the previous year and under Excise, Stamps and Forests, mainly due to general commercial activity. These were partly counterbalanced by a fall under Irrigation—Major Works attributable to deficient rainfall. On the expenditure side the important factors which led to the increase were in general the increased ability to finance beneficial capital works, due to the addition of the rice control profits to the Provincial balance, and in particular to a general and necessary revision of the pay and allowances of all the services and establishments (Rs. 45 lakhs), to the reorganisation of the Police Force and to liberal expenditure on Public Works which had been severely restricted during the period of the war, with the result that much leeway had to be made up. Expenditure on Hydro-Electric Surveys and Census and Capital outlay on Minor Works and Navigation and Railways contributed also to the increase. All Local Funds were solvent.

11. Mortality from disease proved less than in the previous year, the decrease being most marked in the case of cholera, fever, bowel complaints and miscellaneous causes. The Provincial death-rate fell to 26·44 *per mille* and showed a marked improvement on last year's figure, as well as on the mean for the five preceding years. Simultaneously the Provincial birth-rate rose to 33·78. Societies

for the promotion of infant welfare continued to do good work, and a fully equipped maternity shelter was erected in Rangoon. There was a slight increase in the figures for hospital attendance; the improvement would doubtless have been considerably greater were it not for the fact that no less than eighteen outlying hospitals and dispensaries remained closed for want of staff. Expenditure on these institutions increased by a *lakh* and a half, nearly 50 *per cent.* of the charges being borne by Provincial Funds. The medical staff was strengthened by the release of many of its members from military duty, but was still shorthanded. Attention was paid to raising the standard of nurses' education, both professional and general : a scheme for training village midwives has also been initiated, and the experiment, which aims at making the best of the conditions as we find them, seems likely to achieve considerable good. There was a satisfactory decline in the death-rate recorded for the Rangoon Lunatic Asylum, and progress was made with the construction of the female section of the new asylum at Kokkaing. Nearly two hundred thousand less persons were vaccinated than in the previous year; the decrease is attributed to the absence of severe outbreaks of small-pox. There was a slight increase in the total expenditure on vaccination, and in the average cost for each successful case.

12. In the educational world the most important event of the year was the foundation of the University of Rangoon. This was immediately followed by a boycott, which appears to have had a political origin. The boycott was deplorable, but the best students rapidly returned to their allegiance and the percentage of passes in the examinations was appreciably higher than in the previous year. The spirit of the disaffection extended to Anglo-Vernacular schools, and accounts for a decline of three thousand five hundred children under instruction. A decrease of 2 *per cent.* in the number of pupils attending Vernacular schools may, in part, be due to the same movement : the "National" schools which arose as a corollary to the boycott, while insisting on the "*patriotic*" duty of forsaking any institution tainted by a Government connexion, obtained recruits from the Vernacular schools by offering as an attraction the teaching of

English in the lowest standards. (It is curious that the national tongue itself, which is daily growing more corrupt, has never aroused the interest of the Burman Chauvinist). The main reason of the reduction of the number of Vernacular pupils, was, however, the policy of concentrating effort on the better equipped schools, to which a reference was made in last year's report. The results of the Anglo-Vernacular High and Middle School Examinations showed, as might have been expected, a considerable improvement in the percentage of passes ; the number of entrants was reduced in the latter case by one-third, and in the former by nearly one half. The two monastic training schools, which had been established in the previous year, rendered a good account of themselves ; with regard to the other training schools in the Province it is thought that better results are likely to be obtained by reducing their number, and concentrating the Department's energies on those that are left. In all except the University Examinations European candidates did well, the criterion for the admission of non-Europeans into European Schools was declared to be the linguistic rather than the racial qualifications of the pupils. There was a slight increase in the total number of girls under instruction : once more the percentage of success attained by them in the higher examinations was most creditable. The Superintendent, Archaeological Survey, made an interesting tour to Arakan, which has a rich field to offer for antiquarian research. The Chemical Examiner had a busy year : it is disquieting to find that cocaine, which was banished from the Province during the War, heads the list of specimens referred for analysis.

13. The year 1920-21 was in many respects a remarkable one. The accrual of the rice control profits placed at the disposal of the Local Government a windfall of over 9 crores of rupees. The allocation of these profits falls within the history of the succeeding years, but if they are, as it is hoped, wisely expended, the province should enjoy benefits from them of the most valuable and durable kind. Several far-reaching changes were laid before the Government of India during this year in connection with the Federation of the Shan States, the institution of a single High Court for Burma, the

reorganization of the higher Judicial Service and the consequent redistribution of districts between Commissioners' Divisions. The inauguration of the Rangoon University and the Conference on Anglo-Vernacular Schools have laid the foundation for the improvement of higher education throughout the province, which is of the utmost importance to the future well-being of the youth of Burma. Progress was made with many other schemes of administrative reform, the completion of which will fall within the history of subsequent years.

But the most remarkable of all developments lay within the political sphere. For years past it might be said that there were practically no politics in Burma. The year 1920-21 saw a rapid development of political activities among the people which few, if any, of those most conversant with the psychology of the Burmese people ever predicted or could have predicted. From a movement which had for its objective the recognition that Burma was in no wise behind India in its fitness for Reforms on the Indian model, there emerged fostered by contact with Indian politicians in Rangoon and with emissaries from India of political missions, a party of politicians to whom the Constitutional Reforms accorded to India were of no account. This party took upon itself to advertise immediate Home Rule on the Dominion model as the only objective that would satisfy it. The vast majority of Burmese have no clear conception on the subject of Reforms. In Lower Burma where education is more diffused, there is little or no inclination towards the restoration of a Burmese monarchy, but in Upper Burma the masses understand by Burmese rule merely a Government by Burmese Kings, and to them a democratic form of Government is a sealed book. It is a matter of great satisfaction that political agitation has for the most part been kept within bounds and that the amount of violence which has accompanied it has been confined to isolated occurrences of a not very serious character. The sequel of the political activities which first assumed importance in the year under consideration will not disclose itself until the Reform scheme, which has since received the approval of Parliament, has been introduced and has come

into effective operation. But there is every reason to hope that the economic development of the province will continue on an ascending scale, and that the exuberances and extravagances which first began to manifest themselves during the period under review will gradually give way before more sober and restrained counsels when the new scheme of Reforms has been in working for some considerable time.

PART II.

DEPARTMENTAL CHAPTERS.

NOTE.—The departmental reports and other references on which this *Report on the Administration of Burma* is based, are noted at the beginning of each chapter. The departmental reports do not all cover the same period. The Reports on the Administration of Civil and Criminal Justice, the Police, Prisons, the Registration Department, the Salt Revenue, the Measures adopted for the Extermination of Wild Animals and Poisonous Snakes, Lunatic Asylums, the Report on the Sanitary Administration, the Report of the Chemical Examiner, the Report on the Working of the Indian Factories Act, 1911, and the Resolution on the Reports on Village Administration deal with events which took place within the calendar year 1920; the Shan States, Chin Hills and North-Eastern Frontier Reports, the Land Revenue and Land Records Administration Reports, the Season and Crop Report, the Report on the Working of the Co-operative Societies Act and the Report of the Department of Agriculture are concerned with the agricultural year from the 1st July 1920 to the close of June 1921. The Forest Administration Report covers the nine months from July 1st, 1920, to March 31st, 1921, and paragraph 133 of this Report the year from September 16th, 1920, to September 15th, 1921. All other reports cover the twelve months of the official or financial year that ended on the 31st March 1921.

CHAPTER I.

PHYSICAL AND POLITICAL GEOGRAPHY.

REFERENCES—

Report on the Administration of the Shan and Karenni States for the year ended the 30th June 1921.
Report on the Administration of the Chin Hills for the year ended the 30th June 1921.
Report on the North-Eastern Frontier for the year ended the 30th June 1921.
Season and Crop Report of Burma for the year ended the 30th June 1921.
Land Records Administration Report of Burma for the year ended the 30th June 1921.
Report on the Civil Veterinary Department (including the Insein Veterinary School), Burma, for the year ended the 30th June 1921.
Report on the Sanitary Administration of Burma for the year 1920.

PHYSICAL.

Physical Features of the Country, Area, Climate and Chief Staples.

For information on this subject reference should be made to paragraphs 1 to 8 of the *Report on the Administration of Burma* for the year 1911-12.

POLITICAL.

Historical Summary.

For information on this subject reference should be made to paragraphs 9 to 18 of the *Report on the Administration of Burma* for the year 1911-12.

Form of Administration.

For information on this subject reference should be made to paragraphs 19 to 38 of the *Report on the Administration of Burma* for the year 1911-12 and to paragraph 1 of the *Report on the Administration of Burma* for the year 1914-15. The Legislative Council has since been twice enlarged, and further considerable changes, both in its composition and in the machinery of administration generally, will be involved by the introduction of the Burma Reforms Scheme, which was published after the close of the period covered by this Report. The revenue administration is now shared by the Financial and Development Commissioners, each assisted by a Secretary. There has been a considerable increase in the number of the higher executive appointments in the Imperial Forest Service. The Educational Syndicate was abolished with the creation of the Rangoon University. In almost every Department of Government the process of normal growth has rendered the description given in the paragraphs cited above from former Reports, and in other such paragraphs of a semi-permanent nature, to which allusion may be made hereafter, slightly inaccurate as a presentment of existing conditions. The Report for the year 1921-22 will contain the usual decennial revision of the subject-matter in question ; meanwhile it has been considered advisable to note briefly the more important of the changes which have occurred since these portions of the Report were last brought up to date.

Character of Land Tenures: System of Survey and Settlement.

For information on this subject reference should be made to paragraphs 39 to 55 of the *Report on the Administration of Burma* for the year 1911-12.

Civil Divisions of British Territory.

For information on this subject reference should be made to paragraphs 56 to 68 of the *Report on the Administration of Burma* for the year 1911-12 and to paragraph 2 of the *Report on the Administration of Burma* for the year 1914-15.

The Ruby Mines District proper has been amalgamated with Katha and its appanage Möng Mit added to the Northern Shan States. The Chin Hills have been constituted a District under a Deputy Commissioner, and have been placed under the Commissioner of Sagaing. A redistribution of Commissioners' charges throughout the Province is under reference to the Government of India.

Details of the last Census: Tribes and Languages.

The last census actually took place in March 1921, but the report has not yet been published. Information with regard to the previous census, of 1911, will be found in paragraphs 69 to 76 of the *Report on the Administration of Burma* for year 1911-12.

Changes in the Administration.

The Lieutenant-Governor.

1. The Hon'ble Sir Reginald Henry Craddock, K.C.S.I., I.C.S., was Lieutenant-Governor throughout the year.

Administrative Territorial Changes.

2. A scheme for the redistribution of Commissioners' charges was submitted to the Government of India during the year. It contemplates the creation of a Commissionership embracing the North-East Frontier Districts with the Shan States, and another Commissionership comprising Rangoon and the two surrounding districts. The opportunity will be taken of making certain other territorial adjustments between existing divisions in Lower Burma; the central districts of the Province will, it is proposed, be grouped into one division, having its headquarters at Mandalay. The existing Sagaing Division will form the nucleus of a North-West Border Division, an arrangement which will unify the administration of the Chin border, a tract until recently under the control of three distinct authorities. In furtherance of this policy the Chin Hills have already been constituted into a district and placed under the Commissioner of Sagaing, and the Ruby Mines District has been broken up and divided between the Katha District and the Northern Shan States. For the sake of administrative convenience a township comprising the territorial area of the Hill District of Arakan was formally created with headquarters at Paletwa. The headquarters of the Laza Subdivision of the Putao District were transferred to Sumpra Bum and its title changed accordingly. The Myedè Subdivision of Thayetmyo was renamed Allanmyo, and certain minor alterations of township boundaries were made within the districts of

Pegu, Thatôn, Minbu and Hanthawaddy. The Tenasserim Forest Circle was split into two, the southern portion retaining the name of Tenasserim, while the northern has become the Sittang Circle.

The Myitkyina Public Works Division was divided into two from November 1st, 1920. The new divisions are : Myitkyina, comprising the Myitkyina, Sadôn and Mogaung Subdivisions, and Putao, consisting of the Putao, Laza and Könglu Subdivisions. The Shwebo Canal Division was re-divided into three subdivisions with headquarters at Kabo, Shwebo and Shwebo respectively.

Additions to and changes in the Administrative Staff.

3. *Forests.*—In November 1920 the Working Plans and Research Circle of the Forest Department was reconstituted as the Working Plans Circle, on the grounds that working plans alone provide sufficient work for one Conservator, and that research work is more conveniently dealt with under the direct control of the Chief Conservator.

Income-tax.—The appointment of Assistant Collector of Income-tax, mentioned in last year's report as having received the sanction of the Secretary of State, was filled during the year.

Police.—A scheme for the reorganisation of the police-force in ten districts of Lower Burma was submitted to the Government of India during the year. It involved a certain increase in the total strength, but a more important feature was a change in the proportions existing between the numbers of the different ranks, a considerable increase in the cadre of Head Constables being balanced by a decrease in the roll of Constables, in accordance with the policy referred to in the Report of the year 1919-20. A permanent addition of one appointment was made to the number of District Superintendents in order to provide an Additional Personal Assistant to the Deputy Inspector-General for Railways and Criminal Investigation. The Detective Staff of the Rangoon Town Police was strengthened by the addition of one Deputy Superintendent.

Public Works.—The Upper Subordinate Establishment was reorganised on a time-scale basis, while the Lower Subordinate Establishment was replaced by a new Subordinate Service, to be known as the Subordinate Engineering Service. The Public Works Stores Subdivision was reconstituted as a divisional charge from June 10th, 1920.

Relations with Tributary States and Frontier Affairs.

(*i*) *Shan and Karenni States.*

[*Southern Shan States: 36 States, area 36,154 square miles, population 836,220, tribute Rs. 2,61,000; Karenni: five States, area 4,280 square miles, population 63,860, tribute Rs. 5,350; Northern Shan States: six States, area 20,155 square miles, population 592,496, tribute Rs. 1,85,500; Hsawnghsup (Thaungdut): area 790 square miles, population 6,705, tribute Rs. 400; Singkaling Khamti (Zingalein Kanti): area 2,000 square miles, population 1,924, tribute Rs. 100; Khamti Long (Kantigyi) or Bhor Khamti: area 200 square miles, population (approximately) 7,673, tribute Rs. 2,500 (approximately).*]

The Southern Shan States.

4. The conduct of *Sawbwas* and *Myosas* was, with rare exceptions, satisfactory, and the border was quiet. A column of Military Police from Loimwe patrolled the Chinese border, and the *Sawbwa* of Kengtung established three armed posts at points of the frontier roads. His levies were equipped with Martini Henry rifles lent by the British Government, and received some drilling and instruction from the Commander of the column. It is unfortunate that facilities for acquiring rifles of precision are becoming increasingly common on the other side of the frontier, while the rural weapons of Kengtung are said to be as dangerous to their possessors as to the enemy.

The sanctioned strength of the Southern Shan States Battalion remained unchanged at 1,130, and consisted of six companies of Gurkhas and two each of Kumaonis and Sikhs. The health of the men was good and admissions to hospital declined by nearly 19 *per cent.* Several officers are commended for good work, and the Superintendent and Political Officer is of opinion that the battalion had attained a high standard of discipline and efficiency. The sanctioned strength of the Government Civil Police was raised by 4 Head Constables and 10 Constables, and stands at 15 officers and 89 men. The actual strength was somewhat below this figure, and the cadre will, moreover, have to be increased if the Civil Police replace the Military Police-force at Kalaw. Conduct and health were satisfactory. The work of the Police was light, and well done. Cases reported showed a further decline by 23 *per cent.*, the most noticeable decrease occurring under the head of cattle theft. The crime dealt with by the State Police increased in volume and the percentage of convictions fell from 71 to 54. It is considered that the States have sacrificed quality to quantity, and that a much smaller force, adequately paid, would be more efficient. The reorganisation of the police-force will be one of the first duties of the proposed Federation. There was an inconsiderable rise in the volume of litigation which came before both the Government and the State Civil Courts. As before the bulk of the suits filed were for sums of money under Rs. 100. The percentage of confirmations on appeal showed a slight improvement in the State Courts, but there was a disappointing fall in the figure for the Courts

of Government. Discipline in the jails and lock-ups would appear to need some measure of stiffening: the prisoners have an easy time and escapes are too frequent.

There was a failure of the later rains, and the season was again unfavourable to rice, wheat and opium: dry crops fared better, and the harvest was satisfactory on the whole. Cattle disease was confined to small sporadic outbreaks of rinderpest, foot-and-mouth disease and anthrax which nowhere assumed the proportions of an epidemic: there was a little surra in the Kengtung Valley, but no great damage was done. The locally trained Veterinary Assistants once more worked well.

The Forest Revenue on teak showed a further improvement of 29 *per cent.*, and there was a handsome surplus of income over expenditure. The Divisional Forest Officer considers, however, that this surplus is only likely to be maintained for the next ten years, if the present girdling scheme is adhered to, and will be followed by a serious depreciation in revenue. A solution may possibly be found in the exploitation of other timbers and of minor forest produce, as the improvement of communications renders this feasible.

Of the 36 applications for prospecting licenses which were under disposal during the year the most interesting were a batch of 20, afterwards consolidated into one, which was submitted for the orders of the Development Commissioner. This application was presented by Messrs. Frank Johnson & Co. in the name of the "Coalfields of Burma, Limited," and embraces an area of some 131 square miles in the Myelat. Surface indications would appear to justify the hope that there are coal measures of value deeper down. Two of the other prospecting licenses were granted in respect of ochre or pigments: specimens of a substance resembling antimony have been submitted from Möng Kung for chemical analysis, and the *Sawbwa* of Kengtung proposes to search for mineral oil. Excluding timber and bamboos the total value of the trade advanced by nearly Rs. 30 *lakhs* to Rs. 250 *lakhs*. The total before the war was in the neighbourhood of Rs. 190 *lakhs*, and when allowance is made for enhanced prices it would appear that commerce is recovering its normal volume. A disconcerting feature is the large import of rice into what should be a rice-growing country. The competition of other and more attractive forms of labour, the dearth of transport facilities, and the lack of efficient irrigation are among the probable causes of this phenomenon: the two latter difficulties have received, or will receive, attention: the first is a matter of population.

Government expenditure on public works rose by Rs. 40,000 to Rs. 3·6 *lakhs*, the bulk of which, as before, was laid out on communications. The most important original work was the construction of a new steel bridge over the Nam Pawn River on the Taunggyi-Takaw

Road. A pensioned officer of the Public Works with local knowledge was appointed temporarily to the post of States-Engineer, and drew up a three-year programme of works. The Superintendent considers the state of existing communications to be creditable to all concerned, but is of opinion that attention should for the present be concentrated on a progressive programme of permanent improvements in existing roads rather than on fresh construction. Irrigation has possibly suffered from the chiefs' preoccupation with communications, and Yawnghwe alone expended much money on this object. The total Public Works expenditure from States budgets rose from Rs. 4·15 *lakhs* to Rs. 4·50 *lakhs*. The total revenue of all States rose from Rs. 13·60 *lakhs* to Rs. 14·19 *lakhs* : the total expenditure exceeded this by some 7,000 rupees, and the accounts closed with a balance of Rs. 1·30 *lakhs*.

There was an increase in the number of patients treated in the Government and State Hospitals, the most important of the latter being the Yawnghwe State Hospital, with a daily average of 150 patients. A scheme has been put forward by the Superintendent of Vaccination which should result in the creation of a well vaccinated belt of country along the western border of the Southern Shan States. The country was free from epidemics. The superior educational staff remained as in the previous year. There was a decline in the number of pupils receiving instruction, in spite of an increase of fifty private schools, and the backward state of education is a source of some disappointment.

The Karenni States.

5. The final orders of the Government of India for the administration of the Naungpalè State were received during the year. The Shan portion remained under Kantarawadi, and the Karen part under Bawlakè. On the deaths of the present subordinate chieftains the whole State will be absorbed in Kantarawadi. The chiefs of the Karenni States declined to join in the proposed Shan States Federation. The Local Government has decided that the position of the chiefs shall remain as far as possible in accordance with their patents, and has continued for ten years the subventions at present received for medical and educational purposes.

Violent crime was again conspicuous by its absence, but there was a slight increase in the number of cattle thefts, and the total number of true cases reported to the State Courts rose from 152 to 188. The recovery of stolen cattle showed an improvement, but the reverse is the case with the recovery of other stolen property. Four persons were deported under the Frontier Crossing Regulation. The work of the Civil Courts exhibits no important variation from the records of the previous year.

The rainfall at Loikaw was heavier than in the preceding season, but was everywhere badly distributed. The situation was complicated

by the stoppage of rice export into Karenni by the neighbouring States and by Siam, and nearly 3,000 bags had to be imported from Rangoon. The outstanding economic event of the year was the temporary closing down of the Mawchi Mines, owing to the slump in the prices of tin and wolfram. A manager has been left in charge, and work will be resumed immediately when market conditions improve. Owing to a series of unfortunate accidents a hitch occurred in the arrangements for paying off the discharged employees, and something like a riot took place. Some buildings were burned, but the timely arrival of a remittance from Papun eased the situation, and the Military Police, whose aid had been summoned, had no occasion to complete their march into Mawchi. The disbanding of this force of labour has naturally had the effect of reducing wages generally, but the public health was good, and there was no economic distress. The revenue from teak exhibited a further decline, and that derived from minor forest produce was halved. An adequate Forest Department is undoubtedly the most important need of the Karenni States, and even if they do not see their way to join the Federation it is thought they may be persuaded to contribute towards the cost of a common Forest Service. The gross revenue receipts rose by Rs. 3,000 to just over Rs. 2 *lakhs*, but the finances of these States will require careful nursing. The census returns show an increase of only 232 persons for the last ten years. No exact explanation can be offered for this, but influenza and plague are known to have caused considerable mortality.

Expenditure on Public Works declined by half, and as in the previous year roads absorbed the greater part of the money. The number of schools dealt with by the Education Department declined from 48 to 45. The figures for attendance showed a slight improvement, but the examination results were distinctly poor as compared with those of the previous year. The female weavers mentioned in last year's Report have returned to Loikaw from Amarapura, and the formation of a State weaving department is in contemplation. Two boys were under training in lacquer-work at Pagan.

Attendance at the Loikaw Civil Hospital increased slightly, and vaccinations rose by 45 per cent. There is the usual apathy on the part of the people towards vaccination except in the face of an epidemic, but efforts are being made to enlist the assistance of headmen and officials. Some two thousand students and converts were treated by Mrs. Johnson of the American Baptist Mission.

The Northern Shan States.

6. The outstanding event on the Chinese frontier was the capture of Eingda, the Chinese Shan, who had caused so much trouble in the previous year. His captor, who acted under the orders and advice of the Assistant Commandant, was the son of the *Myohting* of

Muse: the reward of Rs. 5,000 offered by Government was duly paid to him and his followers. The capture of this outlaw, who was subsequently executed, enabled two of our outposts to be withdrawn immediately: a third was maintained on the frontier at Muse, and withdrawn at the end of the open season. The State of East Manglün continued to suffer during last rains under the depredations of bandits from the unadministered Wa States, who were assisted by Chinese freebooters under the leadership of one Sao Ken Hkawng. Fortunately the *Sawbwa* of East Manglün, Saó Hkanan, was successful in driving out the invaders, and Sao Ken Hkawng turned on and captured the Wa Chief, who had summoned him to his aid, and obtained a heavy ransom. This Sao Ken Hkawng was the man responsible for the incursions into the Kengtung State, which were referred to in the Southern Shan States Report for the preceding year. Protests against his undesirable activities were lodged at Yünnanfu, and Sao Ken Hkawng or Han Ting Wei (to give him his Chinese name), who is a Chinese circle headman, appears to have succeeded in persuading the Yünnanese authorities that his intervention in the Wa States was actuated solely by a philanthropic desire to assist the *Sawbwa* of East Manglün. He is also reported to have rendered distinguished service in suppressing brigands, both last cold weather and in former years. Nevertheless it is officially admitted that he is now "old and stupid and careless," and he is to be "kept under observation" in future. It may therefore be hoped that no more will be seen or heard of him on the Shan States border.

The Manglün border was patrolled by a column of 100 rifles under Captain F. G. French, I.A. Proposals are now under consideration for the transfer of the Military Police post at Tangyan to a place called Umot, East of the Salween, and this step, if financial considerations admit of its being taken, will give the *Sawbwa* of East Manglün more adequate protection against his troublesome neighbours than he has hitherto enjoyed. The *Sawbwa* was confirmed in his appointment during the year.

The chief administrative change has been the transfer of the Möng Mit State from the now abolished Ruby Mines District to the Northern Shan States—a preliminary to its inclusion in the proposed Shan States Federation, on which the orders of the Secretary of State are still awaited. The number of Assistant Superintendents employed in the Möng Mit State has been reduced from two to one, and sanction has been given to the entertainment of certain minor State officials. The result of these changes will be to relieve the *Sawbwa* Maung Kin Maung of routine work and enable him to give his attention to more important matters.

No new taxes were introduced during the year. Proposals in connection with the taxation of potatoes, ginger, sessamum and cotton

were under discussion, but no final decision was arrived at pending the result of the survey, which was to be undertaken during the open season following the year under report. It was hoped that some 24 Surveyors, to whose training a reference was made in the Report for 1919-20, would be available for the work, and it was proposed to start operations on the tea-growing State of Tawngpeng and certain tracts belonging to Hsipaw. Applications were made by British firms and individuals for certain areas with a view to cultivation, especially of cotton, and dairy-farming.

The actual strength of the Military Police Battalion was, at the end of the year, 70 in excess of its sanctioned strength of 748. To reduce the strength to the sanctioned number, men were discharged at their option. The discipline of the men, and the relations with the people continued to be satisfactory. A large number of malaria cases from temporary outposts raised the number of admissions to hospital, and a modified form of influenza, resulting in four deaths, attacked the barracks at Lashio. The sanctioned strength of the Government Civil Police was doubled, owing to the incorporation of the Möng Mit State, and the recruitment of a special police-force maintained by the Burma Corporation at Namtu. There was no lack of recruits of a good type, except for the force at Namtu, which has a bad reputation in the matter of health. Discipline was good on the whole though there was one serious assault by drunken members of the Special Force on the officer in charge. The number of cases dealt with rose from 401 to 572, and of convictions from 232 to 345, giving a percentage of 60 as against 58. There was an improvement in the recovery of stolen property. Ten violent crimes were dealt with, in 5 of which death was caused. The constitution of the State Police remained unchanged. The volume of crime dealt with rose by nearly 100 cases, both violent crimes and cattle thefts contributing to the increase. There was close co-operation between the Civil and the State Police, with satisfactory results. The number of fresh cases that came before the courts increased from 1,711 to 2,113, but the figures are swollen by the inclusion of cases from the Möng Mit State. The largest increases occurred in North Hsenwi and, in the charge of the Assistant Superintendent, Namtu, where further magisterial assistance is now required. Judged by the results of appeals and revisions the work of the Lower Courts was very fair. Both State and Government Courts recorded a marked rise in the volume of civil litigation for which Namtu is chiefly responsible. The Hsipaw Jail had a slightly larger population than in the preceding year, and maintenance charges increased. At the same time the fall in the price of rice enabled the Hsenwi lock-up to show a slight decrease in expenditure, in spite of a rise in the number of admissions. The health of the inmates of both institutions was satisfactory.

Except in Tawngpeng, South Hsenwi and East Manglün the rainfall was deficient and the rice crops poor in consequence. The failure of winter rains damaged the opium crop in North and South Hsenwi with the welcome result that cultivators turned their attention to paddy and other crops. In pursuance of the policy referred to in last year's Report the Local Government has notified its intention of controlling the output of opium in all Shan States west of the Salween after the expiry of two years. Licenses will be required for the cultivation of the poppy, which may only be sold to recognised opium vendors : the amount of opium to be sold by these vendors will be restricted, and the export of opium will be declared illegal. Of the other crops ginger did very well, though there was a decline from the inflated prices of last year. Tea was successful in Hsipaw and Möng Mit, but the Tawngpeng crop was short. Cotton was poor, except in the Kodaung, and the orange crop suffered from lack of rain. The first crop of potatoes failed for a like reason in Hsumhsai, but it was found possible to sow a second during the middle rains. The cultivation of coffee is expanding in the lastnamed State, and that of mulberries in Hsipaw. As before, the activities of the Co-operative Societies Department were confined to the neighbourhood of the railway line.

The Möng Mit State, which belonged originally to the old Ruby Mines Forest Division, has been made into a separate division ; the rest of the States continued to form part of the Mandalay Forest Division. In the first three months of 1921 the new division produced nearly Rs. 1 *lakh* of revenue. The revenue derived from the other States amounted to less than Rs. 30,000, but large outstandings due by the Burma Corporation remained pending the decision of Government as to the rates of royalty to be paid.

The Burma Corporation, better known under its old name of the Burma Mines Company, continued to expand its activities. The new mill and hydro-electric plant were put into commission, the efficiency of the latter being more than double than that of the original Diesel set. The output of refined lead increased by 41, and that of refined silver by 63 *per cent.* New locomotives, both steam and electric, were purchased for the railway, considerable extensions to which were put in hand. The housing of European and Asiatic employees received attention. Owing to the inability of the Burma Railways Company to extend their metre gauge into Namtu, operations were temporarily suspended on the Namma Coalfield.

Excellent progress was made with communications and gravelled motor roads have been laid down between many points. As in the Southern Shan States the services of a retired officer of the Public Works Department were obtained for the post of States' Engineer. A bazaar at Namhkan, on the Chinese border, was in process of

construction under the direction of the Public Works Department, which is also engaged with bridging projects at Möngpat and Se-en. The *Sawbwas* continued to take the greatest interest in public works, the largest amounts being expended by the States of North Hsenwi and Hsipaw.

The health of the people continued to improve. Plague appeared at Hsipaw, but was soon stamped out, as was an epidemic of relapsing fever which attacked some Chinese coolies of the Burma Corporation at Wetwuń. A decrease in the number of malaria in-patients admitted to hospital is said to be due to more careful diagnosis. The Hsipaw water-supply scheme awaits completion, though some progress was made with it. Considerable improvements were introduced by the Assistant Superintendent into the sanitation of Panghai, adjoining the Namtu area. The tale of vaccinations was slightly inferior to that recorded in the previous year : the death of one Vaccinator, and the absence of another on training for three months account for the decrease. The progress of education was steady, but there is little that calls for comment under this head.

The total revenue of the States increased from Rs. 18·31 *lakhs* to Rs. 20·60 *lakhs*. Expenditure rose by Rs. 3·30 *lakhs*. In both cases the inclusion of figures from Möng Mit is the main cause of the increase, though additional factors on the expenditure side were a revision of the pay of establishments, and a larger outlay on Public Works and Education. The revenues are capable of expansion : taxation at present favours the rich at the expense of the poor, a state of things which will, it is hoped, be rectified in great measure by the introduction of a methodical survey system. The general prosperity of the States was evident in every direction. It is to be hoped that the march of civilisation will not too rudely disturb the Arcadian simplicity which appears to obtain among these peoples.

Other Shan States.

7. Hsawnghsup had an uneventful year. There was practically no crime and no sickness among the people, though cattle suffered from rinderpest. Relations with Manipur were satisfactory, and trade between the two States is increasing. The presence of a Military Police post at Kamti during the open season conduced, as before, to friendly relations with the unadministered tribes in the neighbourhood. A party of the Survey of India managed to do six months' work in the country inhabited by these tribes, and remain on the best of terms with them, a result due in great measure to the assistance rendered by the *Sawbwa* of Kamti.

(*ii*) *The Chin Hills.*

[*The Chin Hills proper : area approximately* 8,000 *square miles, population* 110,079 *; the Pakôkku Hill Tracts : area approximately* 2,200 *square miles, population* 20,043 *; Hill District of Arakan : area* 1,500 *square miles, population* 20,914 *; and tracts in the Upper Chindwin, Akyab and Kyaukpyu Districts.*]

8. In the Chin Hills proper the Lawhtu and Maram rebels tendered their submission. It appears they would have done so before but for fear of the consequences likely to result from their past misconduct. Once begun, the surrender proceeded rapidly and smoothly, and the rebels appeared to be much relieved at the prospect of returning to normal conditions. It was necessary to inflict certain punishments for the damage done by them during the rebellion, but justice was tempered with mercy. The restoration of peace enabled the Military Police post to be withdrawn from Lotaw, and replaced by a small village police-force. The grievances of the men who served in the Labour Corps in France have now been satisfactorily settled. Conditions remained tranquil in the Somra Tract, and it was possible to comtemplate considerable reductions in the Military Police-force, and the incorporation of the tract in the Homalin Subdivision. A thorough enumeration of the houses produced an increase of Rs. 1,000 in tribute, and no difficulty was experienced in making the collections. Several unlicensed guns were withdrawn and issued under license. The task of bringing the Tangkhul Nagas under effective administration is likely to prove a lengthy one, and the remuneration from this rugged and sparsely populated tract will be wholly incommensurate with the expense that will be involved. For the present the chief *desideratum*, which seems in a fair way to be accomplished, is that the Tangkhul Nagas and the Kukis shall live at peace among themselves, and with their neighbours. It was considered inadvisable to release any of the Kuki Chiefs detained in Taunggyi. Steady progreses was made with communications.

The Deputy Commissioner of the Hill District of Arakan (Mr. W. S. Thom) with a column of 61 rifles, made an adventurous trip into the unadministered territory lying to the north of that district in January, February and March, visiting some 60 transfrontier villages. Mr. Thom held a durbar at Kwi Deem, a large village on the Peng stream, where among other matters discussed was a raid committed on the village of Laungdan in administered territory by the unadministered village of Twiship. A fine of seven *mythun* was inflicted on the village of Twiship, which fine was duly paid. From Kwi Deem Mr. Thom proceeded to a camp on the Lau Stream, a tributary of the Peng, whence he crossed over to the valley of the Lemro, the return journey from the Lemro to the Peng Stream being accomplished by a

different route, which enabled Mr. Thom to visit Twiship. The surprise of the local chief that any white official should have succeeded in penetrating into these fastnesses bears eloquent testimony to the feat performed by the Deputy Commissioner. The inhabitants of the regions visited are mainly Chins and Kamis, and these are said to be only too ready to be administered, so weary are they of "the eternal nightmare of raids and murders that go on here from one year's end to another." Apart from this tour the year was uneventful. The Secretary of State has since approved of the policy set forth in the Report for 1919-20 whereby Government officers of adjoining districts shall be at liberty to enter the unadministered area lying between the Hill District of Arakan, the Chin Hills, and the Lushai Hills for the purpose of collecting tribute and settling disputes. The extension of this modified control over the area in question should render it unfit to serve any longer as an asylum for offenders and a base for raids upon administered territory.

From the Pakôkku Hill Tracts the Superintendent, with an escort of Military Police, made a tour in January into the adjoining unadministered territory, with the object of making the people accustomed to the idea that in time to come they will fall under our administration. The mission would appear to have laid the foundation of a cordial understanding with the Chinbôks, and its entire conduct reflects the highest credit on the Superintendent. There seems no reason why recruits for the Indian Army should not be obtained from across the border, in view of the manner in which the Chinbôk from administered territory has taken to the military life. Census operations were carried out systematically, the final enumeration being alone omitted. Otherwise the year was uneventful.

Influenza was prevalent in the Chin Hills, the Pakôkku Hill Tracts, and in Northern Arakan. The last named also suffered from mumps, and measles and chicken-pox are said to have led to considerable mortality in the Somra Tract. Crops were poor in the Chin Hills, and there was scarcity in the Haka Subdivision. Tobacco failed in Northern Arakan, but the staple crops of the Pakôkku Hill Tracts were good. A new school was opened at Lenacot in the Chin Hills, with 58 pupils, and a school for the sons of chiefs was established at Haka. An educational conference held at Falam came to the conclusion that the existing course is not well suited to the needs of the people, and that Chin should replace Burmese as a medium of instruction. This difficulty does not appear to have been felt in the Pakôkku Hill Tracts, where surprisingly good results were attained in examinations conducted in Burmese on the part of boys who came to school without the slightest acquaintance with that language. The Superintendent goes on to relate how a party of Chinbôk soldiers on leave carried away with them, in addition to the recruits obtained, sixteen

little boys to be educated at the Maymyo Government School. When it is added that the company proposes to finance their education from the pockets of its members, this little incident is full of promise for the progress of enlightenment among these people. The Deputy Commissioner of the Hill District of Arakan pleads for a simpler curriculum, confined to the elements of reading, writing and arithmetic, with a view to the acquisition of a working knowledge of these subjects within a period of two or three years. Education is here at a low ebb, and assistance from the public revenues appears to be required. The District Cess Fund is too poor to cope adequately with the situation.

(*iii*) *The Kachin Hills.*

[*The Putao District and Tracts in the Myitkyina, Bhamo and Katha Districts.*]

9. The year under report was peaceful, and the chief administrative event was the taking of the Census, which was non-synchronous in the hill tracts. With the omission of areas not included in the last Census, the population increased from 42,000 to 46,700 : a marked excess of females in certain areas was probably due to recruitment for the Army. Steady progress has been made with the abolition of slavery, the number of slaves having been reduced in Hkamti Long to one-quarter of the figure recorded in 1914. The statistics of crime present no features of note. The figures are very low, but petty crime is largely disposed of by arbitration. An important step was taken by Government in the prohibition of opium cultivation in the hills with effect from the last harvest. No action has as yet been taken to enforce stoppage of cultivation in the Putao District, except in the case of Chinese immigrants in the Ahkyang Valley, but the people have been warned to prepare for the time when the orders in force in the neighbouring hill districts will be applied to them as well. The opium problem is, however, on a different footing in the Putao District, as the drug is essentially a necessity of life for the greater part of the population. No opium shops have yet been opened in the Kachin Hills, though the matter is under consideration. From an agricultural point of view the season was moderate.

Tribute was collected at the same rates as before : such slight variations as exist between the yearly totals call for no comment. There was a slight increase in the output of jade, though the quality was not quite so good as in the previous year. The output of amber declined by 75 *per cent.*, but its value by only 16 *per cent.* No fresh minerals were discovered during the year. Some difficulty was experienced in dealing with forest villages, which showed an inclination to dispute all authority except that vested in the Forest Department. It was necessary to explain to them that in matters of general

administration their status is identical with that of any other village: to point the moral it was decided to exact tribute in the ordinary way, leaving the Forest Department to pay separately in cash for any work done for it. The Department continued to experiment in connection with the re-afforestation of hillsides denuded by the wasteful system of *taungya* cultivation, and silver oak and cassia were found to do well in spite of the cold.

A most successful experiment was made during the year with a travelling dispensary in the Sinlumkaba Hills. The dispensary treated 4,699 cases. It is hoped that it may be possible to increase the number of such dispensaries, which, as the Civil Surgeon remarks, have a high educative value and encourage the people to seek sustained treatment at the hospitals. The havoc played by venereal disease in the Kachin Hills is a matter for grave concern, and the spread of a knowledge of hygiene most essential. It is satisfactory to learn that the Kachins are resorting in increasing numbers to the Government hospitals, and are beginning to believe in the advantages of the treatment there obtained, as compared with the method of offering sacrifices to the *nats* to drive away disease. The Kachins are also taking willingly to vaccination, and the result of training the *Taungôks* and the Interpreters, who accompany Assistant Superintendents on their tours, in vaccination work, will be awaited with interest.

Stress is laid on the crying need for better communications. The absence of a bridge at a certain point on the Sadôn-Sima Road necessitates, in the rains, a detour of nearly 60 miles, involving a descent and ascent of 4,000 feet in order to reach villages distant only 10 or 12 miles from Sima by the frontier road. Well may the Commissioner plead the unnecessary overdraft now made on the stamina of Government servants in these parts. More obvious arguments for a better state of things are the financial and the administrative, while the difficulty of obtaining labour for transport during the cultivating season supplies a further reason, if one were needed, for the construction of roads capable of accommodating wheeled traffic.

Condition of the People.

10. The agricultural season was unsatisfactory. In Lower Burma the crop was better than last year, though the promise of a bumper crop was falsified by a deficiency in the ripening showers. The prices realised were good on the whole. In the dry zone, owing to lack of early rain, the first sowings failed to mature. Conditions improved during the middle rains, and some compensation for the early sessamum crop was obtained by a re-sowing of the area with late sessamum. The Burman cultivator of the dry zone has learned to

make the best of things, and a reference is made to the hardihood of the Shwebo people who, after a series of poor years, migrated, some of them as far as the Hukong Valley and the Shan States, in search of work. The Amherst-Ye and the Pyinmana-Magwe Railways afforded some relief on construction work. Public health showed an improvement: there were 1,000 less deaths from small-pox, 5,000 less from bowel complaints, 10,000 less from cholera, and 20,000 less from fevers. Plague, on the other hand, claimed 1,000 more victims than in the previous year. Speculation forced up the price of Burma rice in Rangoon to a figure higher than that obtaining for the identical commodity in Java, Calcutta and Bombay, and the non-agriculturalist suffered in consequence. The provincial death-roll from cattle disease was not particularly excessive, but parts of Upper Burma, especially the Sagaing Division, had a disastrous year. The price of cattle ruled high, and the export of animals for sale to Lower Burma was profitable, and enabled the dry zone cultivator to tide over the two poor seasons. The increase in the volume of crime continued, especially with regard to offences against property.

CHAPTER II.

ADMINISTRATION OF THE LAND.

REFERENCES—

Report on the Land Revenue Administration of Burma during the year ended the 30th June 1921.

Land Records Administration Report of Burma for the year ended the 30th June 1921.

Agricultural Statistics of India, Volume I.

Realisation of the Revenue.

Changes in the Law, Rules and Directions.

11. Amendments were made in the Lower Burma Land and Revenue Act, and the Upper Burma Land and Revenue Regulation under the Devolution Act, 1920, which transferred control of certain matters from the Governor-General-in-Council to Local Governments. The following are the more important changes in the Rules and Directions issued under these enactments. In the case of large rubber grants assessment is, after the lapse of the exemption period, to be imposed gradually on the area in excess of 5 square miles, and provision has been made in the Tenasserim Division, for the allotment of a certain portion of the grant for the cultivation of foodstuffs on the part of the employees of the estate. Rules were framed for the lease for public purposes of State waste land. An extension was made of the superficial limits within which various grades of officers are empowered to issue leases in towns of Upper Burma other than Maymyo. In consequence of certain judicial rulings in Upper Burma the Notification declaring the classes of cases triable by Revenue Courts of varying rank was amended so as to exclude from its purview claims between individuals in respect of State land. A consequential change was made in the Directions ; it had there already been laid down that in Lower Burma claims against Government should be treated as a revenue matter, and claims between individuals referred to a Civil Court ; the principle has now been made to apply to both portions of the Province alike.

The Lower Burma Town and Village Lands Act was similarly amended in the direction of decentralisation ; a change analogous to that referred to above was also made in the Rules prescribing the limits within which officers may exercise their powers of lease, while a new chapter was inserted to provide for the lease of land for public purposes in towns other than Rangoon. Directions were also issued enjoining the preparation, at an early date, of schedules appropriating

areas of waste land to definite uses, in order to avoid prejudicing the development of towns by an ill-considered disposal of Government waste lands. The lack of real development in the native tin mining industry in Mergui owing to wasteful methods necessitated the issue of the Mergui Tin-Mining Rules, which restrict the areas reserved for native mining, and confine the issue of licenses to persons actually engaged in the industry and their descendants : the Rules at the same time confer exclusive mining rights upon licensees.

Demand, Collections, Remissions and Outstandings.

12. The total current demand from all heads of revenue was Rs. 4,99,97,418 as against Rs. 5,00,87,643 in the previous year. Collections amounted to Rs. 4,87,85,471 and remissions to Rs. 7,55,735. The outstandings were Rs. 4,64,679, a considerable improvement on the previous year's figures of Rs. 6,16,108. The demand under "ordinary land revenue" increased by over 4 *lakhs* and under "fisheries" by 1·74 *lakhs*. The demand under "*thathameda*" was also higher but it was not sufficient to balance the fall under "capitation-tax." Collections of "miscellaneous land revenue" show an advance under three out of the six heads but the total fell by nearly 7 *lakhs*, chiefly owing to a sharp decline under "fees, rents and royalties on petroleum, rubies, jade and amber." The total demand, excluding the amounts credited to "Cess" and "Irrigation" was Rs. 3,21,60,483, which is higher by Rs. 4,17,227 than in the previous year. In all the four Lower Burma divisions, there was a satisfactory increase, but in Upper Burma, except in the Magwe Division, where revised rates were introduced in Magwe District during the year, the demand declined considerably owing to the unfavourable character of the season, which reduced the assessed area and increased remissions.

In the Arakan Division the year was favourable and the demand rose by over 8·67 *per cent.* The largest rise was in Akyab, where the removal of the special ten *per cent.* rebate, sanctioned on account of the crop shortage in the previous year, and the comparative immunity of crops from destruction added over two *lakhs* to the demand. In both Kyaukpyu and Sandoway the relinquishment of worthless flooded land diminished the assessed area without, however, causing a corresponding decrease in the revenue demand. The revision of the method of assessment in the Hill District of Arakan is under consideration.

In the Pegu Division the area under assessment increased by 8·60 *per cent.* and the demand by nearly 4 *per cent.* Prome District, after a year of disaster, returned to normal conditions and the demand rose by Rs. 1·77 *lakhs*. In Rangoon the acquisition of land for house sites reduced the assessed area and the demand. In the Pegu

District the Yitkangyi Colony was brought under assessment for the first time, and an extension of cultivation, accompanied by a decrease in the fallow area, contributed to the further advance in the demand from this district. In Hanthawaddy the Yandoon Embankment brought more land under the plough, and the demand increased by half a *lakh*. The gradual reclamation of land in Tharrawaddy by the deposit of silt in the Myitmaka basin and the Irrawaddy riverine tract increased the culturable area. Extension in Insein is ascribed to the absence of floods and the construction of an embankment in the Henzada District.

All the districts of the Irrawaddy Division report an increase in the assessed area and the demand, in consequence of the favourable season. New accretions to islands swelled the figures for Henzada, and the Yandoon Embankment those for Ma-ubin: enhanced intermediate settlement rates came into force in Bassein. Throughout the division the assessed area rose by some 37,000 acres, and the demand by a little over Rs. 2 *lakhs*.

The high price of paddy led to an extension of cultivation in Tenasserim, and the demand rose accordingly in every district. A large area was brought under supplementary survey in the Shwegyin Township of Toungoo, and intermediate settlement rates expired over a large part of the district. Enhanced rates contributed to the increase in Thatôn, and in Amherst extension of cultivation was encouraged by the commencement of work on the Moulmein-Ye Railway. Hillside cultivation received a stimulus in Mergui: the reabsorption into the agricultural population of employees discharged from the closed down wolfram mines caused an increase in the area sown with early paddy in Tavoy.

In the Magwe Division the middle rains were favourable in Pakôkku, and the extension of island cultivation caused an increase in the assessed area and demand, which the partial failure of vegetable crops did not counterbalance. Owing to the unfavourable season in Magwe the assessed area declined, but the introduction of revised settlement rates more than made up for the decrease. An increase in acreage in the irrigated tracts of Minbu was outbalanced by a decrease in the area under vegetable cultivation, owing to the late rise of the Irrawaddy, but the total demand, including irrigation charges, rose by rather over half a *lakh* of rupees.

In Thayetmyo the paddy crop was good, but cotton and sessamum were adversely affected by a deficiency in the early rains. The area under assessment advanced by over 15,000 acres.

The demand from the Mandalay Division fell by over 5 *per cent.* The Myitkyina demand increased on account of the development of the Namyin Valley and the rise in the conversion rates of paddy. The assessed area declined by 15,000 acres in Mandalay owing to

unfavourable conditions in the eastern tracts and the Singu Township. A failure of two-thirds of the crops in the Shwegu Subdivision resulted in a slight decrease of the demand from Bhamo. The season in Katha was bad, and there was a considerable decline in the area under assessment.

The Sagaing Division experienced an even more unfavourable season, and the demand was less by 18 *per cent.* In the Sagaing and Shwebo Districts conditions are said to have been worse than they have been for many years: rainfall was deficient, the rivers at a low level, and even in the irrigated portions of Shwebo no water was available till August. In the Lower Chindwin District the demand fell by Rs. 84,000. The Upper Chindwin fared better, but an increase in the area and demand in respect of the settled tracts was counterbalanced by a partial failure, and a reduction of assessment rates in the unsettled.

The Meiktila Division had a bad year, with the exception of the Myingyan District, where conditions were fair: the assessed area fell by 10, and the demand by 14 *per cent.*

Remissions of current revenue fell by 57 *per cent.* The highest figures were returned by Yamèthin, Ma-ubin, Amherst, Meiktila, Thatôn and Hanthawaddy, but in several other districts, especially in Upper Burma, relief was freely given by non-assessment, which does not appear under the head of remissions. Deficient irrigation explains the remissions in Kyaukse and Minbu, and an unfavourable season those in Meiktila and Shwebo. Toungoo suffered from rats, Hanthawaddy from insects, Amherst from floods and Tharrawaddy from drought. Further cases of absconding before payment of revenue are reported this year, especially in Ma-ubin and Tharrawaddy. The Bassein system of keeping up a list of defaulters in each township office and taking steps to prevent such persons from occupying resumed lands till they have paid up their arrears, is to be commended.

The total collections of current land revenue increased by 3·6 *per cent.* In view of the serious dislocation of finances which it would have entailed at the moment when the Provincial financial settlement had been placed on a new basis, it was found impossible to continue the experiment, referred to in last year's Report, of postponing the date of the commencement of land revenue collections and of not insisting on their completion by the 31st of March. In several districts, however, the latter concession does not appear to have been withdrawn. In Akyab Rs. 13 *lakhs* remained outstanding at the close of the financial year, and in five other districts the figures exceeded Rs. 3 *lakhs.* In some districts, again, collections were delayed by the late submission of the assessment rolls. It is undoubtedly the case that their duties in connection with the census distracted the attention of the Land

Records staff from their legitimate work, but there was unrest in the Department, and it is possible that the excuse was pressed for more than it was worth. Outstandings of over Rs. 3 *lakhs* in the Minbu District are ascribed to delay in the disposal of remission cases. In Kyauksè and Sagaing the amalgamation of assessments, which is unpopular with the tax-payers, led to delay in collections. The collapse of the wolfram industry in Tavoy caused an economic dislocation, and the mortgage-ridden populace found it difficult to pay their revenue in spite of good crops. A poor tobacco crop was the cause of the outstandings in Henzada, and excessive assessments by a dishonest surveyor, combined with the introduction of the unfamiliar supplementary survey, obstructed progress in the Shwegyin Subdivision of Toungoo. Clean sheets are shown by four districts in Upper, and five in Lower, Burma.

The total area returned as fallow was 665,998 acres, as compared with 777,857 acres in the preceding year. Of the total area 265,610 acres were assessed at the full rate, 395,652 acres at the two-anna rate, and the balance at intermediate rates. Favourable early rains and the expectation of high prices for paddy account for most of the decrease.

Revenue Proceedings and Coercive Processes.

13. The amount of revenue for the realisation of which application was made declined from Rs. 10·72 *lakhs* to Rs. 8·64 *lakhs*; the percentage of realisation fell from 78 to 75. The number of notices issued was slightly less than in the previous year. More warrants of arrest were issued, and more persons were actually arrested, though the number of persons committed to gaol fell from 16 to 13. Warrants for the attachment of moveable property remained practically stationary, but there was a large decrease in the number of sales. Warrants for the attachment of immoveable property rose by nearly 20 *per cent.*, and sales by 15 *per cent.* In Akyab, in spite of the drastic action taken in the previous year the real poverty of the labouring classes rendered difficult the collection of capitation-tax, and in several cases the issue of warrants of arrest was unjustified. In Toungoo some disciples of a Karen fanatic, who had decided that it was unlawful to pay tribute to Caesar, were committed to jail for contumacy. In Shwebo the efforts of the Deputy Commissioner to secure a more equitable adjustment of *thathameda* at Kin-u led to something like mass civil disobedience, which melted away, however, on the issue of warrants of arrest against a few of the ringleaders. A bad fishery season in Minbu led lessees to expect remission, and when this was refused, they were reluctant to pay, with the result that the number of notices and warrants increased. Recovery proceedings in Mergui were mostly instituted against rubber cultivators, who found

themselves in straits owing to the state of the rubber market. In many districts it was found that ordinary land revenue was not nearly so difficult of collection as fishery revenue, *thathameda* and capitation-tax; but in respect of the first-named the hope on the part of the assessees that there would be the same postponement of collection as in the previous year militated against prompt collection. Once more there were in Henzada many cases of the resumption of land abandoned by squatters after harvest without the payment of revenue.

Surveys.

Surveys by Imperial Agency.

14. Topographical survey operations were continued during the year under report by Nos. 10, 11 and 21 Parties of the Survey of India in the Southern Shan States, the Putao, Katha and Meiktila Districts, and in unadministered territory adjoining the Myitkyina District of Upper Burma, and in the Mergui District of Lower Burma. An area of 5,670 square miles, including 172 square miles of reserved forests, was surveyed on the $\frac{1}{2}$-inch, 1-inch, 2-inch and 4-inch scales. Triangulation and traversing were carried out in unadministered territory in Upper Burma and in the Bassein, Amherst and Mergui Districts of Lower Burma with a view to detail survey next season.

During the year tidal operations were continued at the ports of Rangoon and Moulmein. The tidal observatories were inspected, and the tide gauges were cleaned, adjusted and left in good working order.

Continuous records of the self-registering instruments were obtained throughout the year at the Toungoo Magnetic Observatory, and daily absolute observations of the magnetic elements were taken, as well as periodical observations for the comparison of instruments.

Surveys by Provincial Agency—Extension and Revision Surveys.

15. The Special Survey Establishment is designed to carry out work too elaborate for the ordinary district staff, whose duties are to keep the maps up to date as the area under cultivation changes. As before two special survey parties were constituted under selected Superintendents. Hitherto these parties have been regarded as temporary, but proposals have been under consideration for organising the survey department on a permanent basis, and for handing over the traverse work to the Survey of India. No I Party conducted revision surveys in the Pyapôn and Mandalay Districts in preparation for settlement. It also attacked arrears of survey in Insein, and conducted a holding survey of the Kadônbaw Colony in Hanthawaddy. A detachment of the Party conducted revision

surveys in Bassein under the control of the local Superintendent. No. II Party carried out revision work in Mergui, in connection with the settlement in progress. Original survey was carried out by detachments of No. I Party in certain newly-colonised areas in Lower Burma, and by No. II Party in Mergui. The cost of revision survey remained in general very moderate, though in the Insein District it was rather above the average as the survey was confined to the hot weather and output was naturally reduced. The work in Mergui, owing to the scattered nature of the area concerned, and the difficulty of communications, was very much more costly. Of original survey the cost was lowest in the Yitkangyi Colony of Pegu and highest in Mergui. The local staff in the various districts revised the survey of about 300,000 acres, or some 80,000 less than in the previous year. The decrease was, of course, due to census work, but there was no falling off in quality.

Town and Fishery Surveys and Surveys of Leased Areas.

16. Town Surveys were carried out in Mandalay and Akyab. In the former demarcation was completed, but owing to defects in the procedure adopted the survey had to be suspended. In Akyab tenure enquiries were started in March 1920, and demarcation in July of that year. The arising of disputes prolonged the work, and the staff was not disbanded till the end of June 1921. There were no fishery surveys during the year, and the work of conducting surveys for the Forest Department, which had hitherto been laid upon the Special Survey Establishment, was transferred to the Survey of India. Surveys for the issue of grants and leases required a special staff in Kyaukpyu, Thatôn, Amherst, Tavoy and Mergui. Elsewhere they were dealt with by Surveyors on the regular establishment. No areas for rubber leases were surveyed. The survey of areas to be leased for wolfram and tin was continued by Special Survey Party No. II, but concessionaries were apathetic owing to the unfavourable state of the mining industry. Some withdrew their applications and some omitted to demarcate their areas.

Settlements.

Progress of Settlements.

17. At the commencement of the agricultural year four settlements were in progress, and a fifth was started during its currency. Two settlements were brought to completion during the year. Of the four parties in existence at the beginning of the year No. IV was reabsorbed into No. III after the conclusion of the Minbu re-settlement in August 1920. Work in connexion with this was confined, in the year under report, to the compilation of statistics, and the writing of the

report. The latter was reviewed by the Settlement Conference in April 1921, and the orders of government were received since the close of the year. The Tavoy Settlement had similarly reached the stage of pure office work : the report was submitted in November 1920 and reviewed by the Conference in the April following : the Local Government's orders were received in June.

Operations continued throughout the year on the second settlement of Shwebo, which had been commenced in November 1918. Soil classification and connected work were completed over a gross area of some 500 square miles, comprising 167,229 acres under occupation. Progress was made according to programme, but the task before the party is a heavy one, and the staff will probably need strengthening by an additional Assistant Settlement Officer if the work is to be completed in time. The four years originally allowed for this settlement have already been extended to five.

Satisfactory progress was made with the third settlement of the Kyauksè District, commenced in June 1919. Experiments in crop reaping and crop measurements were conducted over the whole district, and soil classification and connected operations were carried on over a gross area of 260 square miles, with an occupied area of 112,022 acres. The settlement presents exceptional difficulties, because the present rates are high, and irrigation has proved unsatisfactory. It has been proposed to extend the period of two and a half years originally allowed in order to enable the Settlement Officer to continue his study of local conditions, with particular reference to the defects of irrigation.

The second settlement of the Mergui District was started in November 1920. A new procedure was adopted, the Settlement Officer being posted to Mergui at the end of August to study the district and to prepare a short report outlining his proposals for the conduct of the settlement. For the ordinary operations only one year was allowed, and by the end of May 1921 the field work had been completed. Satisfactory progress in the compilation of the statistics was made during the year under report. The total area for settlement covers about 641 square miles, of which only 130,236 acres are under occupation.

In addition to these regular settlements a summary settlement was conducted by a small party in the colony areas of Yitkangyi and Singyun. These areas had been leased to tenancy co-partnership societies organised on co-operative lines, and became ripe for assessment in 1919-20. The operations, which were confined to soil classification and the collection of statistics, were started in March and completed in May. The Settlement Conference could not be held during the year, but the rates recommended by the Settlement Officer were sanctioned for one year, on the understanding that the demand

would be reduced, and the excess refunded in case the rates approved by Government should be less than those proposed by the Settlement Officer.

Financial Results and Expenditure.

18. The orders of the Local Government were passed on the settlements of Magwe, Myaungmya and Tavoy. In Magwe the proposals of the Settlement Officer, involving an increase of close upon Rs. 1 *lakh*, or some 13 *per cent.* on the former demand, were accepted without modification. The increase proposed for Myaungmya amounted to Rs. 76,000, or 4·3 *per cent.*, and these were enhanced by Government to Rs. 1·14 *lakh* and 7·22 *per cent.*, respectively. The Tavoy proposals contemplated an advance of Rs. 39,330, representing a rise of 13 *per cent.* on the original demand; minor readjustments by Government reduced the figures to Rs. 35,500 and 11·73. In all cases the new rates were sanctioned for 20 years, except in the case of two remote tracts in the Labutta Township of Myaungmya, and of garden lands in Tavoy, where the rates were sanctioned for 10 years only. The entire demand resulting from the colony settlements represents, of course, an increase. The gross effect of the regular settlements is an ultimate enhancement of Rs. 3·1 *lakhs*, or 11·72 *per cent.*, though the grant of certain rebates and the introduction of intermediate rates will postpone for a few years the attainment of the full result.

The expenditure on all settlement parties was Rs. 3 *lakhs* and the cost of field work completed works out to Rs. 126 per square mile, or 7 annas per occupied acre.

Land Records.

Area under Supplementary Survey.

19. The rural area under Supplementary Survey declined from 50,224 to 49,710 square miles: 568 square miles were brought under fixed assessment in the Magwe District; on the other hand extension surveys have added some 50 square miles to the area under Supplementary Survey. The occupied area decreased from 17,657,768 acres to 17,609,505. A decrease of 180,250 acres in Magwe is due to the exclusion of the areas above noted; elsewhere there was, on the whole, an increase due to normal expansion, aided in Toungoo by the extension of survey, and in Shwebo by improved facilities for irrigation. Most Lower Burma districts recorded an increase in the cultivated area, but in Upper Burma, with certain rare exceptions, there was a general decline, owing to the deficiency in the rainfall.

The area under Supplementary Survey in towns remained unaltered. The area recorded as occupied increased by 5,474 acres,

due mainly to a rise of 4,800 acres in Rangoon. Variations in other towns were inconsiderable, with the exception of a decline in the occupied area of Kyaukpyu from 365 to 143 acres, owing to the acquisition of land for sanitary purposes. There was little change in the area under assessment, but the total revenue, including rent, advanced by Rs. 81,000. Of this sum Rs. 65,000 was contributed by Rangoon, and was due to the issue of new leases, and the detection of encroachments. The municipal revenue assessed by revenue surveyors decreased by Rs. 86,000 : the districts chiefly responsible are Akyab and Toungoo, where the municipal authorities have taken over most of the assessment. Land Records work in towns presents special difficulties : it is increasing in importance with the growth of the urban population, and the greater attention paid to sanitary requirements, and in view of the impending changes in Local Government, a general re-examination of the Land Records administration in urban areas would appear desirable.

Cost of Supplementary Survey.

20. The total cost of Supplementary Survey, excluding charges for Provincial administration, rose from Rs. 16·26 *lakhs* to Rs. 18·87 *lakhs*. The large increase was mainly due to the general revision of the pay of the establishment, but the number of inspectors increased by 3, and of permanent surveyors by 20. The ratio of charges to the total revenue increased from 4·36 to 4·97 *per cent.*, and the cost per acre occupied from 1·46 to 1·7 anna. A revision of the methods of work is under contemplation, and it is hoped that the adoption of the proposals may permit the introduction of certain economies.

Training of Officers.

21. The number of Government Survey Schools remained unchanged at 18. The number of pupils on the rolls at the end of the year rose by 57 to 298, the highest figure reached since 1912-13 : all but 35 were free pupils. Hostels were opened for the first time in four districts, an experiment which promises satisfactory results. Income fell from Rs. 2,270 to Rs. 960, but expenditure rose by nearly 25 *per cent.*, to Rs. 50,600. A fixed travelling allowance of Rs. 30 a month was granted to survey teachers for three months in the year, and a subsistence allowance for the same period to all students while undergoing practical instruction in the field.

There was an increase of Rs. 1,000 in the bonuses paid to the survey teacher for the successes of his pupils in the Syndicate Examination. The new course of training, to which reference was made in last year's Report, was continued. The results of the Syndicate Examination were fair.

Under the new time-scale the number of apprentices and reservists has been greatly restricted, and all the men are paid from the date of joining: 288 apprentice surveyors were under training during the year, and out of 125 who were examined on the completion of their training 108, or 86·4 *per cent.*, received certificates of qualification. A strike among the permanent surveyors in Bassein and Ma-ubin interrupted the training of apprentices, who had to be appointed to fill the vacancies left by the strikers. Elsewhere the training appears to have been systematically carried out.

Transfers of Land.

22. The area over which the following statistics have been collected is the rural occupied area under Supplementary Survey, which has already been given, in paragraph 19 above, as 17,609,505 acres. The area sold rose by nearly 80,000 acres to 670,821 acres, and the area disposed of by non-usufructuary mortgage declined by 5,000 acres. The area redeemed advanced by over 40,000 acres to 326,491 acres. The area transferred by sale is the largest recorded in any year since the outbreak of war: the percentage of this area to the total area covered by the statistics was 3·8, as against 3·4 in the preceding year. The percentage of the area mortgaged remained constant at 2·5, while the percentage of land redeemed rose from 1·6 to 1·9; it was observed in last year's Report that redemptions are not usually reported unless the land redeemed is to be sold or mortgaged elsewhere, and the rise in redemptions may be regarded as sympathetic to the rise in sales. As usual the volume of transfers by sale was considerably greater in Lower than in Upper Burma. For the year under report the respective percentages to the total area were 6 and 1·05, but the area sold in Upper Burma advanced by nearly 20 *per cent.*, as the result of the extensive purchases made by a Mussalman merchant from Rangoon. In the matter of mortgage without possession the comparative proportions for Lower and Upper Burma work out to 4·5 and ·1 *per cent.* respectively of the area covered by the statistics in each case, but, as was remarked in the Report for 1919-20, the favourite method of alienation in Upper Burma is the usufructuary mortgage which finds no place in the returns, even when the mortgagee reinstates the mortgagor as his tenant, and takes his interest in the form of rent.

Transfers by sale exceeded 50,000 acres in five districts of Lower Burma, and 25,000 acres in five others. In Upper Burma Mandalay, Shwebo and Kyauksè report the sale of areas lying between 10,000 and 20,000 acres. In Lower Burma the value of land rose from Rs. 64 to Rs. 71 per acre. There has been a general rise in most districts of about Rs. 5 an acre: high figures from Mergui are due to the sale of a valuable rubber estate, while large enhancements of value reported

in Hanthawaddy and Insein probably reflect the activities of the Mussalman financier alluded to above. The value of land in Upper Burma has declined from Rs. 50 to Rs. 47 per acre but much of the land purchased is known to have been of a poor quality, and the figures have no necessary significance. It is interesting to note that, as indicated by the average purchase price, the value of land in the three principal rice-growing districts of Mandalay, Kyauksè and Shwebo is much lower than in the districts which grow dry crops.

Transfers by mortgage with possession exceeded 50,000 acres in two districts, and 25,000 acres in seven other districts, of Lower Burma. The corresponding acreage in Upper Burma reaches four figures in the case of four districts only, the highest item reported being 2,409 acres from Kyauksè. The mortgage value of land per acre rose from Rs. 45 to Rs. 49 in Lower Burma. In Prome the mortgage value is shown as Rs. 122, which is nearly double the figure for the previous year, and actually exceeds the sale price: other districts report no variations which call for comment. The average rate per acre in Upper Burma fell from Rs. 58 to Rs. 53, which, it will be noted, is still well in excess of the sale price.

The area redeemed exceeded 50,000 acres in Pyapôn and 25,000 acres in five other districts in Lower Burma. These are, naturally, the districts most conspicuous for alienations. The redemption figures for Upper Burma are insignificant.

The figures purporting to show the total area under mortgage at the end of the year suggest that more than one quarter of the land in Lower Burma has been so alienated but this is not the case. It has always been the practice to arrive at the area under mortgage at the end of the year by subtracting the area redeemed during the year from the area newly mortgaged, and adding the balance to the area shown as mortgaged at the end of the previous year. Since all mortgages are registered, and redemptions are rarely reported, there has been a gradually accumulating balance of error. One Superintendent of Land Records, by compiling a total of those areas alone which were actually shown as mortgaged in his records, reached a figure for the year under report equal to exactly half of that obtained under the old method for 1919-20. It is probable that the mortgaged area in Lower Burma lies between 15 and 20 *per cent.* of the total occupied area.

Waste Lands.

Grants and Leases for Cultivation.

23. After the temporary set-back in 1919-20 the area granted or leased for cultivation rose from 15,469 to 16,223 acres. The area so disposed of exceeded 1,000 acres in each of the Lower Burma Districts of Toungoo, Thatôn, Hanthawaddy, Mergui, Amherst,

Myaungmya, Insein and Tavoy, the land being mainly required for the purposes of rubber cultivation. Important applications remained pending for land required for the cultivation of rubber, cocoanuts, lemongrass, cotton and sugar cane.

Revenue-free Grants of Land and Assignments of Land Revenue.

24. There was a decline in the area granted free of revenue both for religious and public purposes. The present policy of Government is to discourage such grants, except in very special cases, and to substitute leases at a nominal rental. There was a further decrease in the area leased or granted as an appanage of the office of headman. Assignments of land revenue rose slightly to Rs. 52,728. Of the increase of Rs. 518 only Rs. 119 represent assignments for the maintenance of public servants.

Of the waste land grants under the old rules one, in Hanthawaddy, was reduced by a further 313 acres. In Akyab the number of grants remained unchanged, but the revenue increased by Rs. 7,721 owing to revision of assessment.

Government Estates and Wards' Estates.

25. The character of the land tenures in Burma is explained in paragraph 39 *et seq.* of the *Report on the Administration of Burma* for the year 1911-12. Apart from Government lands of the kind therein described, there are no Government estates in the special sense of particular cultivated areas managed by Government after the fashion of a private landlord. There are no wards' estates.

Revenue and Rent-paying Classes.

Area held by Agriculturists.

26. Of the total occupied area for which statistics are recorded 14,489,674 acres were occupied by agriculturalists, and 3,119,831 acres by non-agriculturalists. The former figure shows a decline of rather over 150,000 acres from that of the preceding year, and the latter an increase of 108,972 acres. Of this increase about 60,000 acres went to persons classified as non-resident and nearly 50,000 acres to persons classed as resident. The steady decrease in the land occupied by agriculturalists, which was alluded to in last year's Report, was sustained during the present year: the percentage now stands at 82·3.

In Lower Burma agriculturalists occupied 74·4 as against 75·1 *per cent.* of the occupied area. In Hanthawaddy non-agriculturalists held as much as 45 *per cent.*, while the figure exceeded 30 *per cent.* in

Insein, Pyapôn, Pegu, Ma-ubin and Myaungmya. Non-residents held 37 *per cent.* of the occupied area in Hanthawaddy, and over 20 *per cent.* in Pegu, Insein, Pyapôn and Tavoy.

In Upper Burma agriculturalists held 92·1 *per cent.* as against 92·4. The percentage of land held by non-agriculturalists is again highest in the remote Upper Chindwin District, but has fallen from 27 to 25 ; in Mandalay, Yamèthin, the Lower Chindwin and Minbu it exceeds 10 *per cent.*

Tenancies.

27. The area let at full rents increased by some 155,000 acres to 3,660,167. As noted in last year's Report, the figures exclude lands rented at a share of the produce, the ordinary form of lease in Upper Burma. Last year's figures, moreover, erroneously excluded certain areas where the rent was reduced for failure of crops, so that the real increase is less than is suggested by a comparison of the figures. In Pegu and Hanthawaddy the leased area exceeded, and in Pyapôn it touched, 50 *per cent.* of the occupied area ; in eight more districts it exceeded 25 *per cent.* Cordial relations are said to have prevailed between landlord and tenant. The proportion of tenants of 5 years' standing rose from 14 to 15 *per cent.* Ten years ago it was only 12½ *per cent.*, and the gradual development of a more stable tenantry is perhaps the most satisfactory feature of the returns.

The total amount of rent paid remained practically stationary at Rs. 7,15·46 *lakhs*, but in Lower Burma almost every rent is fixed in terms of paddy : the rental value fluctuates according to the commutation rate, and the figures are consequently of little interest.

CHAPTER III.

PROTECTION.

REFERENCES—

Report on the Police Administration of Burma for the year 1920.
Report on the Rangoon Town Police for the year 1920.
Resolution on the Reports on Village Administration in Burma for the year 1920.
Returns showing the measures adopted for the extermination of Wild Animals and Poisonous Snakes in Burma for the year 1920.
Reports on the Administration of Criminal Justice in Burma for the year 1920.
Report on the Prison Administration of Burma for the year 1920.
Reports on the Administration of Civil Justice in Burma for the year 1920.
Note on the Working of the Registration Department in Burma for the year 1920.
Report on the Working of the Indian Companies Act in Burma for the year 1920-21.
Report on the Working of the Rangoon Municipality for the year 1920-21.
Resolution reviewing the Reports on the Working of Municipal Committees in Burma (except Rangoon) during the year 1920-21.
Administration Report of the Public Works Department, Burma, Buildings and Roads Branch, for the year 1920-21.
Administration Report of the Commissioners for the Port of Rangoon for the year 1920-21.
Annual Statement of the Sea-borne Trade and Navigation of Burma with Foreign Countries and Indian Ports for the official year 1920-21, Part III, Shipping.
Report on the Maritime Trade and Customs Administration of Burma for the official year 1920-21.
Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.
Annual Statement of Coasting Trade and Navigation of British India.
Statistical Abstract for British India, Volumes I, III and IV.
Report on Government Steamers, Vessels and Launches in Burma for the year 1920-21.

Legislative Authority.

The history and constitution of the Legislative Authority of the Province are described in paragraphs 103 to 106 inclusive of the *Report on the Administration of Burma* for the year 1911-12. As has been pointed out at the beginning of this Report, the account of the Legislative Authority referred to above is now out of date. A revised account will appear in the next Report.

Course of Legislation.

Work of Legislative Council.

28. This report is for the period 1st September 1920 to the 31st August 1921. The Legislative Council remained under its old constitution but this in no way affected its activities, and several important measures were enacted by it. Eleven Bills in all were dealt

with by the Council, of which six passed into law during the period under review. These are the Burma Financial Commissioner's (Amendment) Act, 1920 (VI of 1920), the Rangoon Small Cause Courts Act, 1920 (VII of 1920), the Burma Registration of Business Names Act, 1920 (VIII of 1920), the University of Rangoon Act, 1920 (IX of 1920), the Burma Village (Amendment) Act, 1921 (I of 1921), and the Burma Suppression of Brothels Act, 1921 (II of 1921).

A survey of the main objects and provisions of the first four measures has already been given in last year's report so it is unnecessary to say anything here regarding them.

The Burma Village (Amendment) Act, 1921, deals with the slaughter of ponies for food, the licensing of pawn-shops and the delegation of the powers of the ordinary District Officers to Officers of the Forest Department in the case of forest villages in reserved forests.

The Burma Suppression of Brothels Act, 1921, is an important measure which has been designed to lessen to some extent the social evil, especially in Rangoon. The Statement of Objects and Reasons which is quoted below sets out succinctly the chief objects of the Bill : " The object of the Bill is fourfold. In the first place it is desired to make brothel-keeping, the deliberate letting of premises for use as brothels, and the detention of women in brothels against their will, illegal. In the second place it is desired to make it illegal for a man to live on the earnings of a prostitute. In the third place it is desired to penalise the procuring of women for immoral purposes. And fourthly, it is proposed to extend the definition of soliciting, as at present prohibited by section 43c of the Rangoon Police Act, 1899, and by section 181B of the Burma Municipal Act, 1898, so as to protect passers-by from the allurements of prostitutes who indulge in indecent gestures in their houses in sight of the street."

Two Bills, the Rural Self-Government Bill and the Burma Gambling (Amendment) Bill, were passed by the Legislative Council but as they did not become law during the period under review they will be reserved for next year's report. Three other Bills, the Rangoon Rent (Amendment) Bill, the Rangoon Port (Amendment) Bill, and the Burma Criminal Law Amendment Bill, were introduced in the Council and referred to Select Committees.

The Rangoon Development Trust Act, 1920, which passed into law last year, and which was referred to in last year's Report, was declared by notification to come into force on the 1st February 1921.

As mentioned in last year's Report, the City of Rangoon Municipal Bill was introduced in the Legislative Council and referred to a Select Committee on the 2nd January 1920. The Select Committee completed its labours and drew up its Report. Owing however to a marked change in public opinion, on the principles of the Bill, the Local Government decided to postpone the presentation of the Report

till the end of the year 1921 in order to enable the various criticisms and suggestions which have been received to be fully and carefully examined.

General Acts affecting Burma.

29. The undermentioned General Acts affecting Burma were passed by the Governor-General in Council :—

General Acts of 1920.

XXII.—The Lepers (Amendment) Act.
XXIII.—The Indian Rifles Act.
XXIV.—The Code of Civil Procedure (Amendment) Act.
XXV.—The Negotiable Instruments (Amendment) Act.
XXVI.—The Indian Limitation and Code of Civil Procedure (Amendment) Act.
XXVII.—The Indian Motor-Vehicles (Amendment) Act.
XXVIII.—The Indian Patents and Designs (Temporary Rules) Amendment Act.
XXIX.—The Indian Patents and Designs (Amendment) Act.
XXX.—The Rouble Note Act.
XXXI.—The Repealing and Amending Act.
XXXII.—The Post Office Cash Certificates (Amendment) Act.
XXXIII.—The Identification of Prisoners Act.
XXXIV.—The Indian Passport Act.
XXXVI.—The Indian Coinage (Amendment) Act.
XXXVII.—The Indian Army (Amendment) Act.
XXXVIII.—The Devolution Act.
XXXIX.—The Indian Elections Offences and Inquiries Act.
XLI.—The Indian Wireless Telegraphy (Shipping) Act.
XLII.—The Indian Companies (Amendment) Act.
XLIII.—The Presidency Banks (Amendment) Act.
XLIV.—The Indian Income-tax (Amendment No. 2) Act.
XLV.—The Indian Paper Currency (Amendment) Act.
XLVI.—The Cutchi Memons Act.
XLVII.—The Imperial Bank of India Act.
XLVIII.—The Indian Territorial Force Act.
XLIX.—The Auxiliary Force Act.

General Acts of 1921.

I.—The Indian Tea Cess (Amendment) Act.
III.—The Code of Civil Procedure (Amendment) Act.
IV.—The Import and Export of Goods (Amendment) Act.
V.—The Indigo Cess (Amendment) Act.
VI.—The Indian Finance Act.
IX.—The Enemy Missions Act.

ORDINANCES OF THE GOVERNOR-GENERAL.

The undermentioned Ordinances affecting Burma were made and promulgated by the Governor-General under section 72 of the Government of India Act, 1915 :—

Ordinances of 1920.

II.—The Rouble Note Ordinance.
III.—The Gold Ordinance.
IV.—The Treaty of Peace (Austria) Ordinance.

Ordinance of 1921.

I.—The Treaty of Peace (Hungary) Ordinance.

Of these Ordinances II and III of 1920 have already been repealed.

Regulations affecting Burma.

30. The following Regulation affecting Burma was enacted during the period under review :—

Regulation No. V of 1921.

This Regulation amends the Kachin Hill-tribes Regulation, 1895, by making certain provisions with regard to the cultivation of the poppy in the hill-tracts.

Extension of Enactments to the Shan States.

31. The Post Office Act, 1898, was extended to the Shan States.

Police.

Civil Police : Strength, Recruitment and Cost.

32. The sanctioned strength of the force, excluding gazetted officers was raised to 1,542 officers and 14,343 men ; the actual strength at the end of the year was 1,465 officers and 13,458 men. The shortage of officers was again due to inadequate recruiting of Sub-Inspectors at the Provincial Police Training School : to remedy this 120 Cadet Sub-Inspectors of Police were being recruited in the following year. The shortage of Constables was reduced from 1,107 to 885. The pay of the men was substantially increased during the year under report. The minimum pay of a Constable was raised from Rs. 12 to Rs. 17, rising by increments to Rs. 23. The pay of Head Constables was raised from Rs. 25 to Rs. 40 in the first grade, and an extra grade on Rs. 25 was sanctioned. The pay of Sub-Inspectors

was revised, and ranges now between Rs. 60 and Rs. 125; the cadre of Inspectors was placed on a time-scale rising from Rs. 175 to Rs. 295. Finally the European Sergeants were granted pay on an incremental scale rising from Rs. 100 to Rs. 150. As sanction to these increases was only received at the end of August 1920, the effect on recruiting was not fully apparent till the end of the year. But all officers report that recruits are now much more easy to obtain, and the main reason why the force was not at full strength at the end of the year is that District Superintendents are insisting on the recruitment of picked men, which they have hitherto not been in a position to do. The force lost fewer men through death, retirement or resignation, but there was an increase in the number of discharges and desertions. The figures for enlistment are better by 440 than in the previous year, and there was an improvement in the general health.

The total cost of the force payable from Imperial and Provincial Revenues rose by nearly Rs. 20 *lakhs* to Rs. 89·09 *lakhs*. Nearly Rs. 12 *lakhs* of the total increase is due to the revision of pay above mentioned, but there were further revisions in the pay of clerical and other establishments, and of the Provincial Police Service. Travelling allowance, house allowances, contingencies, and clothing all showed an advance upon the figures for last year.

The cost of police paid for from other than Imperial and Provincial Revenues declined by Rs. 58,000 to Rs. 1·16 *lakhs*, on account of a shortage in the Special Police-force in the Yenangyaung Oil-fields. Over 17,000 rupees were saved under the head of "Punitive Police," in consequence of the abolition of the punitive police-force in the Pegu and Hanthawaddy Districts.

Conduct, Education and Training.

33. The total number of dismissals or removals remained practically the same, this punishment being awarded to five more officers and eight less men than in 1919. Other departmental punishments were inflicted on 33 more officers and 19 more men. This deterioration in the conduct of officers, which reacts prejudicially on the lower ranks, should be easily checked now that the improvement of the prospects of the force has rendered it practicable to weed out undesirables with vigour. On the other hand there was some increase in the rewards granted. Special promotions for good work rose from 31 to 42, and the total number of other rewards from 3,414 to 3,459. The percentage of all rewards to the actual strength of the force advanced from 24 to 25. Four officers received the King's Police Medal during the year. Cases of misconduct proved against the police amounted to 22, as in the previous year. They comprised extortion, ill-treatment and other wrongful behaviour, and the perpetrators were suitably punished, in the Courts or elsewhere.

No Probationary Assistant or Deputy Superintendents were posted to the School for training, but four of the former class were posted for that purpose to the headquarters of the Mandalay District. The number of Cadet Sub-Inspectors posted to the School increased from 44 to 93, and that of Excise Sub-Inspectors declined from 6 to 4. Three Cadets resigned, one became a Myoôk, three were discharged, and two were transferred to the Criminal Investigation Department. Of the eighty-three who entered for the final examination all but one passed, and four of the successful candidates were appointed as Inspectors. The School did well in sports but there was a marked deterioration both in the health and conduct of the Cadets.

The number of literate officers and men increased from 12,408 to 13,071. Two hundred more recruits were trained, but the number of those who qualified improved by 500. The number of subordinate police officers who fired the annual revolver course remained about the same, but the figure of merit rose from 52 to 54. The results of the musketry course were less encouraging, and the figure of merit fell from 62 to 53; one hundred more trained Constables were put through the course, but the number of recruits competing declined by some four hundred. Revised rules for the instruction of Constables and Head Constables in First Aid to the Injured were drawn up during the year: the new scheme aimed at training less men more thoroughly. Eighteen classes were held, and were attended by 270 officers and men. Of the 205 candidates for examination 159 were successful.

The Pegu Co-operative Credit Society continued to flourish, as did the coffee-shop attached to it. A new society has been started in Mandalay, and a co-operative store in Thayetmyo. Co-operative Societies have been found to be one of the most effective aids to recruiting, and to keeping the men contented, and it is hoped that every district will in time form one of its own. The annual departmental football competition was again held, the final being played in Rangoon. A Police team also entered for the Walter Locke Competition, and succeeded in reaching the final round.

Buildings.

34. The amount allotted in the Police budget for petty construction and repairs was Rs. 1·02 *lakhs*. Rs. 8·02 *lakhs* was provided for the Civil Police in the Public Works Department Budget as against Rs. 4·67 *lakhs* in the preceding year. Some progress was made with the housing of the police, which still remains a very urgent matter, in spite of the efforts made during recent years. In the Pegu District, for instance, only 44 *per cent.* of the sanctioned strength is provided with any sort of accommodation. The remainder is housed in hired quarters, to the prejudice of good discipline.

Crime.

35. The total number of true cognisable cases reported to the Police and Magistrates was 55,293, more than 3,000 in excess of the number for 1919. The chief increases occurred in connection with property. Theft and allied offences account for nearly nine-tenths of the total increase, and the class including robbery and dacoity for over one-eighth. Territorially the rise was most marked in the Irrawaddy and Tenasserim Divisions, followed, with a considerable interval, by Magwe and Mandalay. The publication of the figures of the recent census has suggested a comparison of the criminal position in Burma in 1910 and 1920. It is discovered that whereas the population of the Province has in these ten years risen by 9 *per cent.* the more important forms of crime show a percentage of increase which ranges from 31 in the case of murder to 109 in the case of robbery and dacoity. The Burman is by temperament adventurous and quick to anger: he is fond of gambling, and has none too strong a head for liquor, but these constant factors can have no part in the variations revealed by the statistics. In certain portions of Lower Burma the root of the trouble is probably agrarian. Reference has already been made, in paragraph 26 of the present Report, to the slow but steady passing of the land into the hands of non-agriculturalists, and especially of non-resident members of this class. Agricultural instability induces a want of ballast which re-acts disastrously upon the communal life. With no incentive to improve another's land, and no guarantee of fixity of tenure, a man is apt to find a life of crime more profitable and exciting than a bare subsistence on the balance of the profits of his labour after a non-cultivating landlord or money-lender has been satisfied. General economic unrest, due to the enhancement of prices since the war; social unrest, involving a loosening of civil and religious authority; the decay or suppression of the old fashioned amusements of the people, are some of the other reasons suggested to account for the rise of crime: to these must be added the serious depletion in the cadre of Imperial Police officers owing to the total cessation of recruiting during the war.

Working of the Police.

36. Excluding cases in which investigation was refused, the number of cases dealt with by the Police rose from 70,460 to 73,614. Of the latter number 46,087 were classed as true; if from these be deducted the cases of miscellaneous crime, the result is 32,999. The corresponding figure for the previous year was 30,529; that is to say that the real increase of crime is 2,470 cases. The percentage of success with regard to these cases was practically identical with that attained in the previous year. Of cases actually sent up for trial the percentage of conviction remained at 83. The districts showing the

best results were Prome, Mandalay, Myaungmya, Toungoo, Pakôkku and Magwe ; Tavoy once more stands at the bottom of the list.

The number of persons dealt with under all classes of offences rose from 62,697 to 64,095. The percentage of convictions to the number of persons dealt with, and to the number sent up for trial, remained practically the same. As regards crime proper, that is, with the exclusion of the miscellaneous classes, 38,626 persons were tried, the percentage of convictions being 57, as in the previous year. For individual districts sŏme of the figures are very poor : in Myingyan Thatôn, Myitkyina, Henzada and Tavoy the percentage of persons convicted to the total number dealt with was under 45. Comparisons of the different Provincial returns show that there is considerable variation in the extent to which investigation is refused by the Police. In Burma the percentage for 1920 was 4 *per cent.* and it is considered that a great deal of valuable time is still being wasted on the investigation of cases that are *prima facie* hopeless.

The number of cases of violent crime, including cases dealt with direct by Magistrates increased from 1,721 to 1,950, which is the highest figure ever reached. Three-quarters of this crime occurred in Lower Burma. Myaungmya, Insein, Ma-ubin, Thayetmyo and Henzada made the largest contributions to the general increase, Prome, Tharrawaddy and Hanthawaddy being the only districts showing a decline. Minbu and Meiktila in Upper Burma reported the highest totals and the largest increases under this head. Cases of murder increased from 583 to 623, dacoities from 234 to 293, and robberies from 648 to 761. Attempts at murder, and the more serious forms of house-breaking, which showed a slight decrease in 1919, increased in 1920. The number of true cases of violent crime dealt with by the police was 1,940. The percentage of convictions to cases dealt with, and to cases tried was practically the same as in 1919. Of the 621 true cases of murder dealt with by the police 25 *per cent.* ended in conviction. This result is somewhat better than the result attained in the previous year, but the fact that three murders out of four in this country escape detection is disquieting enough. As was observed in last year's Report, the figures suggest an increase in premeditated murders, which seldom come to light, mainly because the community has not yet learned to regard the murderer as its enemy, and will not co-operate with the authorities to stamp him out. As regards dacoity and allied offences the police dealt with 293 true cases, 35 *per cent.* of which ended in conviction. The percentage of convictions to cases tried advanced from 62 to 65. This improvement may reflect sturdier resistance on the part of the villagers : cases in which a dacoit is captured are always detected. All four dacoities committed in the Akyab District ended in conviction : in one of them members of the gang were pursued as far as the Sunderbuns near

Calcutta by two police officers, and there arrested. Organised dacoity is reported to have been eradicated from the Paungdè Subdivision, where full advantage appears to have been taken of the Habitual Offenders Restriction Act. On the other hand a serious increase of dacoities in Insein is attributed to a failure to apply the Criminal Tribes Act with vigour. Gangs of long standing were broken up in Thayetmyo, Bassein and Tavoy, and several leaders were shot dead. The number of true cases of robbery dealt with by the police was 761, but the percentage of conviction fell from 41 to 37. Detection was good in Myaungmya, and fair in five other districts : in several it was distinctly bad. Once again the number of robberies accompanied by murder was large, no less than 38 such cases being recorded. The most noteworthy was perhaps that in which the victim was a retired Commander of the Irrawaddy Flotilla Company, who, on the eve of his departure for England, had just sold all his property in Myinmu, and was known to have the proceeds with him in his house. The murderer, a former Police Constable, was hanged, and three of his confederates sentenced to transportation for life, a fifth man being released as an approver. The Taungdwingyi mail cart was held up and looted : the practice was once very common, and it is to be hoped that it is not going to come into fashion again. The number of serious cases of house-breaking dealt with by the police rose by 17 to 111. Working results were better, but the percentage of success was still not more than 31. Ordinary burglaries showed a marked increase, to which nearly every district contributed : the respective figures are 4,591 and 5,909. Bassein returned the greatest number, but many of these were petty and merely technical offences due to the economic situation. The greatest measure of success was achieved by Myaungmya, and the least by Myitkyina, Mandalay and Thatôn. The value of the property taken in the course of these burglaries was less by nearly one *lakh* of rupees than in the previous year, and the percentage of recoveries returned to the normal figure of 11. Cases of cattle theft, including Magistrates' cases, rose by 945 to 3,782, while the percentage of convictions declined from 52 to 47. Henzada, Thayetmyo and Prome are the districts recording the largest increases, but the rise was general, and only two districts show an appreciable decrease. Stimulus was given to this form of crime by the high price of cattle due to the ravages of disease, especially in the Irrawaddy Division. A simultaneous failure of the crops aggravated the situation in Henzada, but a very interesting development reported from that district is the formation of a league of cattle-owners with the object of suppressing the nuisance. Members bind themselves to leave no stone unturned in the search for the stolen cattle of their fellows, and the system has had excellent results. Ordinary thefts showed a further increase from 14,624 to 16,091. That the reason was mainly economic

is suggested by the large number of petty thefts of grain and money. Ma-ubin was again the most successful district in the matter of detection, and, in general it is found that the best results are shown by the more criminal districts, which can only mean that the police are at fault elsewhere.

Important Incidents.

37. None of the offences reported present any features of outstanding interest. It has been, however, the custom to set forth in this paragraph some of the more atrocious or fantastic crimes committed during the course of the year, and a brief selection of these may now be given. In Insein a well-to-do widower was found near the railway line with his wrists and arms tied behind his back, and a wound in his neck, which had the appearance of having been inflicted by a saw. It was obvious that several persons must have been concerned in the case, which remained undetected. In Tharrawaddy a man was living in the same house as his daughter, whose husband was in jail. In response to a suggestion of incest the daughter seized her infant and attempted to leave the house; the father wrested the child away from her, and on her endeavouring to regain it, came out of the house and fractured its skull against a tree. The murderer was sentenced to death. In Thatôn a harmless old man was murdered while asleep under a tree: no motive could be discovered, and the case remained undetected. In Myingyan a man murdered his wife and then committed suicide after a quarrel about a debt of two rupees. In Minbu a member of a gambling circle lost all his money and pledged his towel to borrow some more. He lost again and tried to recover his pledge by force; failing to do so he stabbed his creditor in the stomach. Cases of murder by poison are, happily, rare in Burma: four were reported in 1920, of which three were undetected, and one was pending at the end of the year. In a few cases policemen fell victims while attempting to execute their duties. One such officer was the object of a deliberate attempt on his life while he was working in his quarters after dark. Fortunately his assailant missed his aim, though the room was riddled with bullets.

Offences under Special Acts.

38. During the last three years there has been a marked diminution in the number of cases dealt with under the Excise Act. The respective figures for 1918 and the succeeding years have been 7,289, 5,993 and 5,339. Of the last number 2,260 were handled by the police or villagers, and the balance by the Excise Department. The percentage of convictions to cases dealt with remained at the satisfactory figure of 92. The largest decreases occurred in Bassein, Tharrawaddy, Henzada, Minbu and Ma-ubin. The decline in Henzada is attributed

to the activities of the Village Protection Associations. Illicit distillation was rampant in Tavoy where the Excise staff is inadequate to cope with wide and sparsely populated charges. The largest seizures of cocaine, of 960 grains in each case, were made by the Excise Department in Prome and Pyapôn. In only five other districts was any of the drug discovered. A very large capture of *ganja*, to the amount of 104,000 tolas, was made by the Tharrawaddy police in one case. Other large seizures were made in Amherst (11,645 tolas) and Insein (11,466 tolas). There appears to be an increasing demand for the drug, the main source of supply being Siam.

The number of cases under the Opium Act rose from 2,016 to 2,444, Tharrawaddy being responsible for more than twice as many as any other district. Temperance associations in many places co-operated with the authorities in this matter, and headmen in Hanthawaddy displayed unusual zeal in prosecuting cases. Large seizures were made in Mandalay of opium passing through to Rangoon. The number of prosecutions under section 3 of the Burma Opium Law Amendment Act was 242, as in the previous year, but the number which met with success increased from 178 to 202 : nearly a quarter were instituted in Prome. Prosecutions under the Gambling Act declined from 4,696 to 4,655, the percentage of conviction falling from 77 to 75. The number of proceedings taken under section 17 of the Act against professional gamblers increased from 142 to 176 of which 156 were successful. It is doubtful whether any real good is done by the prosecution of casual gamblers under other sections. A love of gambling is inbred in the Burman, and his stock of recreations limited. On the other hand the chief promoters of gambling, who are the enemy to be fought, are prepared to purchase immunity by the payment of regular subsidies.

The number of cases under the Arms Act increased slightly, from 824 to 842 : 96 *per cent.* of the cases tried resulted in conviction. The number of guns seized or surrendered rose from 97 to 154. Nearly half these were obtained in the Amherst District, where the Deputy Commissioner invited the inhabitants of three townships to hand in all unlicensed guns by a certain date. As remarked in last year's Report, the number of unlicensed guns in this district is mainly owing to its proximity to Siam. Criminals in the Henzada District are believed to have as many as seven unlicensed revolvers in their possession, and an officer has been placed on special duty to recover them. In many cases firearms were captured from the persons of criminals travelling by railway. The large increase in the number of licensed firearms, from 2,267 to 7,823, was due to the fact that the new Arms Rules withdrew many of the exemptions hitherto enjoyed by various classes, who had in consequence to take out licenses if they wished to hold their weapons.

Non-Cognisable Crime.

39. The number of true cases of non-cognisable crime fell from 40,220 to 39,404. The decrease was largest under the head of miscellaneous offences, especially intimidation and offences against special and local laws. Of the cases dealt with 71 *per cent.* ended in conviction.

Preventive Sections, Surveillance and Identification.

40. The number of persons against whom proceedings were instituted under the preventive sections increased by 527 to 1,996 and the percentage of success from 85 to 86. Prome, Thatôn and Henzada were chiefly responsible for the increase in prosecutions. In the first named district action was taken against members of gangs notified under the Criminal Tribes Act. In Henzada and Myaungmya the use of these sections was somewhat indiscriminate and it became necessary to check the activities of the police. Too little attention was paid by the police and Magistrates generally to the useful provisions of the Habitual Offenders Restriction Act. But in Prome and Thatôn, which are together responsible for rather more than two-thirds of the total number of cases instituted, the District Superintendents speak of the Act with enthusiasm. It is said to have had a wonderful effect in preventing crime, and to be easier to work than section 110 of the Criminal Procedure Code.

The number of men on the surveillance registers increased from 7,008 to 7,046, including 245 conditionally-released prisoners. The proportions in jail, under surveillance and evading observation, remained very much the same as in 1919 : nearly one-fifth of the total number were reported to be leading honest lives, and their names should have been expunged from the registers. Efforts were made in some districts to reduce the number of men on the registers, but in several there has been an appreciable increase. The Habitual Offenders Restriction Act proved a most valuable aid to the police in surveillance.

The year opened with 4,144 proclaimed offenders : 1,681 more were advertised, 1,223 were arrested and the names of 715 were cancelled. The figures differ little from those of last year, but there is a steady movement towards reduction, and the balance of criminals remaining at large at the end of the year fell to 3,887. Bassein, Hanthawaddy and Pegu effected the largest number of arrests. The work of the police is improving in this matter, but much still remains to be done. The way has been cleared by purging the lists of a great many names of petty absconders, and focussing attention on the really important criminals. The total number of prisoners with previous convictions who were identified before the passing of sentence rose from 5,642 to 5,887 ; over 1,000 of these had four or more previous convictions. The number of finger-print slips received was four

thousand more than in the previous year, but the number rejected also rose from 1,358 to 2,216, the highest figure recorded since 1917. The number of slips withdrawn on account of death or other causes declined from 6,038 to 1,728. The grand total of slips on record rose by twelve thousand to 203,359. Only 168 subordinate officers and men were trained in finger-print work as against 246 in 1919, and this decrease is probably one of the causes of the high percentage of rejected slips. The number of slips received for search amounted to 7,194 : in 25 *per cent.* of the cases previous convictions could be traced. The Auxiliary Finger-print Bureau at Yenangyaung supplied a number of search slips in respect of labourers on the oil-field. Previous convictions were traced in 45 cases, the same number as in the previous year. Expert evidence was given in 189 criminal, and 82 civil, cases. Expert opinion was given in writing in 490 cases, of which 442 had to do with finger-prints on pawn-tickets. These figures show an advance on those for 1919 ; the work of this branch of the Department is steadily expanding.

The increase of political activity among all classes in Burma threw a large volume of extra work on the Criminal Investigation Department. Four gangs were notified under the Criminal Tribes Act during the year, and materials were collected in respect of four others. The most important case investigated by the Criminal Investigation Department was one of embezzlement in the Postmaster-General's office involving a sum of Rs. 17,000 : the accused, a clerk, received one year's rigorous imprisonment.

Punitive Police.

41. The additional police-force of the Hanthawaddy District was absorbed into the regular force on the expiry of the period for which it was sanctioned. The Pegu punitive police-force was disbanded on the 30th September 1920.

Railway Police.

42. The sanctioned strength of the Railway Police remained the same, but the cost of maintenance increased by Rs. ·57 *lakh*, owing to the general revision of pay mentioned in paragraph 32 above, and to increased expenditure on contingencies due to the withdrawal of certain concessions hitherto granted by the Burma Railways Company. Recruiting improved, and conduct was fair. In spite of the fact that rewards were more freely granted, only 12 officers and 55 men received recognition. Training in First Aid was suspended, as no men could be spared : there was an improvement in the standard of efficiency in revolver shooting.

The total number of true cases dealt with declined by 15 to 2,263. The percentage of convictions improved from 56 to 63, but the

investigating staff was still inadequate. There were six cases of attempted derailment, of which only one was detected. Thefts from running trains were again prevalent and a Provincial Railway Police Conference met to consider certain remedies. The patrolling of goods trains had some effect in keeping down the numbers of these thefts, and the district police rendered much valuable assistance. A haul of 8,147 tolas of opium was made by the Railway Police at Thazi. True cases of violent crime rose from 6 to 14, including 7 murders, one attempted murder and six robberies. One of the last was effected by the administration of drugs ; the case was well worked up, and the accused was sentenced to seven years' rigorous imprisonment. The number of criminals remaining on the surveillance registers at the end of the year showed a further decline from 274 to 257 ; the system of maintaining history sheets was revised during the year. Forty-six absconders were at large at the end of the year : only three of these men were accounted for by the Railway Police.

Military Police.

43. The sanctioned strength of the Military Police force was raised during the year from 16,470 to 16,852, mainly owing to an increase of three companies in the Myitkyina Battalion. Owing, however, to the extensive military operations on the North-West Frontier of India, the force was still a thousand men under strength at the end of the year. The garrison at Maungkan in the Somra Tract was reduced by 127 men, who were reabsorbed in the battalions from which they were originally lent. The reduction of the Ruby Mines District to the status of a subdivision led to a curtailment in the Mandalay Battalion, which had always supplied its force of Military Police. The post of N'Sopzup was handed over by the Putao to the Myitkyina Battalion, which filled it with the garrison brought up from the abandoned post of Watugyi, nearer to Myitkyina. During the year 1,058 of all ranks were transferred to the Indian Army, and 171 to the Civil Police.

The control of operations on the Yünnan frontier, which at the close of 1919 had been in the hands of the Military Authorities, was handed back to the civil power at the end of January 1920. The Burmese pretender against whose attacks defensive operations had been undertaken remained quiet. The attack of the outlaw Eingda on a Military Police detachment near Muse early in March 1920 has already been related in paragraph 6 of last year's Report, and the capture of this man has been mentioned in the corresponding paragraph of the present compilation. Brief reference has also been made in this Report to the patrolling columns in East Manglün, the Chin Hills, the Arakan Hill Tracts, and the Pakôkku Chin Hills. Special patrols were detailed for work in the Kyaukse and Thatôn Districts.

On 1st January 1920, there were still 5,737 members of the force seconded with the Indian Army. During the year 2,397 rejoined their units in Burma, 1,058 were permanently transferred to the Indian Army, 678 became non-effective, and 29 died from various causes. The balance of all ranks still seconded on 31st December 1920 was thus 1,575. Fourteen decorations were won during the year, bringing the total number of war honours up to 91. Three Indian officers received honorary King's Commissions.

The total cost of the Military Police force for the financial year 1920-21 rose from Rs. 73·28 *lakhs* to Rs. 80·94 *lakhs*. This large increase was due to the grant of several concessions to meet the increased cost of living, to the higher rates for rations and medicine, and to the entertainment of surplus officers and other ranks. The expenditure under "25c.—Political" increased from Rs. 4·79 *lakhs* to Rs. 5·92 *lakhs*.

The health of the force showed a decided improvement: 817 men died or were invalided as against 885, 508 proceeded on sick leave as against 631, and 15,152 were admitted to hospital as against 17,413. All battalions except Myitkyina, Putao and Shwebo showed a marked decrease in the percentage of hospital admissions to average strength. The high figures for the Myitkyina Battalion are attributed to the presence of newcomers who had not become used to the climate, to the excessive rainfall, and to the fact that the returns of admissions to hospital were better kept up than was possible during the war, when medical subordinates were scarce. In the other two battalions the increase in admissions was insignificant. The supply of mosquito nets to several battalions did much to diminish the incidence of malaria, and sanction was accorded to the free supply of these articles to every member of the force. There was no plague or cholera among the men. Four of the 26 cases of blackwater fever proved fatal, and one of the nine cases of enteric. Quinine was regularly administered in prophylactic doses to men serving in the more malarious places; the Commandant of the Chindwin Battalion introduced the upkeep of a malarial history sheet for each man.

Recruiting in India still remained in abeyance pending the return and reabsorption of men still with the Indian Army. But the recruiting in Burma of indigenous races was reopened as no further volunteers of these classes are expected to return from the Army; 117 Karens, 93 Kachins and 56 Chins were so enlisted. Forty-three Indian recruits were also obtained in Burma, and in view of the fact that large numbers of those at present serving with the force are anxious for their discharge, application was made to reopen recruiting for certain classes where the shortage is most marked. One Indian officer and five non-commissioned officers attended a machine gun class at Mhow, and all qualified. Two non-commissioned officers

were sent for a musketry course at Satara, but both failed to pass the test. Eight non-commissioned officers and men underwent a bayonet-fighting course at Poona, and seven were successful. Forty-seven out of fifty-one who attended two special classes for physical training and bayonet-fighting arranged by the Military Authorities in Burma obtained the Instructor's Certificate. Signalling classes both for veterans and recruits were held at Pyawbwè during the year: the only failure in the former was a man who died during the course, while in the latter 38 out of 104 gained special certificates, and there was not a single failure.

The sanctioned strength of mounted infantry ponies rose from 1,000 to 1,038, the increase occurring in the Northern Shan States Battalion. The return of 352 ponies with the mounted infantry contingent from Multan led to an excess of 48 over the sanctioned strength at the end of the year. There were 165 casualties from all causes and 117 remounts were purchased during the year. Two bad agricultural seasons in succession caused paddy to rise to an excessive price, and rendered difficult the supply of grass. The old allowance of Rs. 10 granted to mounted infantry men was found to be quite inadequate, and Government accordingly undertook to meet all charges for the feeding and tending of ponies giving the rider an allowance of Rs. 3, with a further Rs. 3 grass allowance in case he supplies the grass for his own pony.

The sanctioned strength of transport mules and ponies was raised by 30 from 1,105 in order to meet transport difficulties in the Somra Tract. The actual strength at the close of the year was only 894; as in the previous year mules could not be purchased except at prohibitive rates. Ninety ponies and mules were in fact bought to replace casualties, and other vacancies will be filled by the absorption of surplus Mounted Infantry ponies which are past their work. Bullock-cart transport in the Shan States worked fairly well, but feeding charges were heavy: two elephants were purchased to complete the establishment of the Southern Shan States Battalion. Eight dug-out canoes were bought for transport work in the Hill District of Arakan. Casualties rose slightly to 129: Surra and anthrax were responsible for 38 and 11 of these losses respectively; no other epizootics made their appearance.

Eleven thousand four hundred and seventy-one veterans fired the annual musketry course, as against twelve thousand and thirty-four—the Shwebo Battalion showing the best average. For the fifth year in succession the Reserve Battalion won the Parkin Cup. The total number of casualties rose from 1,943 to 2,560. The number of transfers to the pension establishment increased in consequence of the introduction of a Special Pension Scheme, providing for compulsory retirement in certain cases after 30 years' service, and offering

favourable rates of pension on the completion of 15 or more years. The number of resignations increased by 500 : discharges had in many cases been held over at the individual's own request during the North-West Frontier troubles, and a general spirit of war-weariness prevailed. There was also a rise in the number of desertions. Losses by death, on the other hand, showed a considerable decline ; the year was both healthier and more peaceful than its predecessor. Punishments increased in number from 1,268 to 1,531, chiefly in the Chindwin and Southern Shan States Battalions. The paucity of British officers, the absence of the best Indian element on active service and its replacement by inferior material had combined to lower the standard of discipline : the return of the old *personnel* to the force brought to notice offences which in the previous year had escaped detection. Numerous rewards were given for good work, especially in connection with the Kuki Punitive Operations of 1918-19.

There was no change in the armament of the force during the year. Lewis guns and Verey lights borrowed from the Rangoon Arsenal for frontier operations were returned, or in process of return. Important concessions were granted during the year. Local allowances were granted to all Indian ranks in Lower and Upper Burma : a special ration at a concession rate was allowed to indigenous ranks : replacements of equipment necessitated by fair wear and tear will in future be issued free. The pay of followers was improved and they were declared eligible for local allowances analogous to those drawn by other Government servants in certain places. The number of British officers was still considerably below strength, and the work of reorganising the battalions on the lines of the existing Indian Army was greatly hindered on this account. Several Commandants and Adjutants were practically single-handed during the year.

Rangoon Town Police.

44. The sanctioned strength of the men of the Rangoon Town Police increased from 1,246 to 1,413, and of the officers from 103 to 115. There was an increase of 10 officers and 164 men to the cadre of the City and Port Trust Police in connection with the reorganisation of the Eastern Division and the Detective Department : the deputation of two officers and three men from the District Police in connection with the Passport Rules swelled the number of temporary police : the special hackney carriage establishment remained unchanged. On the 31st December 1920 the force was short of four officers and 190 men : the former vacancies all occurred in the rank of Sub-Inspector, while the latter were due to the difficulty experienced in securing Indian recruits of the right type.

The cost of the force increased from Rs. 7·52 *lakhs* to Rs. 9·32 *lakhs*, owing to a general revision of the pay of establishment. A

Constable's pay now ranges between Rs. 21 and Rs. 26, instead of between Rs. 16 and Rs. 20 : a Head Constable draws from Rs. 30 to Rs. 45 according to grade, the former limits being Rs. 25 and Rs. 35. The increase is said to have failed to satisfy the men, and in any case has not yet had time to have any sensible effect on recruitment. One officer and eight men were dismissed, and five officers and 37 men removed ; 26 men were discharged from the Training Depôt as undesirable, or unlikely to become efficient policemen. Sixty-five officers and 247 men were otherwise departmentally punished : the conduct of the force, as reflected in these transactions, was considerably worse than in the previous year. Resignations amounted to 124 as against 93. The officers resigned for the most part to better themselves : many of the men had evidently come on transfer from the Military Police in order to obtain an earlier discharge. Twelve men died, and one officer and 45 men retired on pension or gratuity. The health of the force was indifferent, owing to overwork, bad housing and insanitary conditions. Rewards gained by officers declined from 66 to 52, and those gained by men from 429 to 379 : two officers received the King's Police Medal : 279 men passed through the Training Depôt, as against 226, but the number passing out, 166, was only three in excess of the figure recorded in the previous year. Housing was still inadequate, but some progress was made in the matter after the close of the year under report.

A marked feature of the year was the unsettled state of labour, a sincere but most unfortunate compliment, paid by way of imitation, to Western enlightenment. Strikes took place amongst the mill-hands, the crews of the Irrawaddy Flotilla Company's Steamers, Railway and tramway employees, and dock hands. Even the schoolboys of the Rangoon University adopted similar methods, while the effect of the Khilafat, Satyagraha and Non-Co-operation movements was also felt in Rangoon, though fortunately the vigilance of the police prevented any breaches of the peace. There was a net decrease of some fifteen hundred true cases of cognisable crime, but the whole of this decrease occurred under local and special laws, the chief contributor being prosecutions for public and local nuisances. In the more important forms of crime, such as hurt of all kinds, house-breaking, theft, cheating and criminal breach of trust, there was a large increase. The figures have been rising steadily since 1915 and the tendency is thought to have been encouraged by the inadequacy and incompetence of the investigating staff. This year there was a fall of 6 per cent. in the number of criminals prosecuted to convicted, but the really disquieting feature is the fact that it is in the more serious cases that detection has mainly been at fault. Organised crime would appear to enjoy comparative immunity.

Offences against the State decreased by 19. As explained in last year's Report, the figures recorded for this class possess little interest or significance, as they are mainly concerned with the number of forged currency notes handed over to the Police by the Bank of Bengal in the way of routine. Serious offences against the person advanced by 56 for which cases of hurt are chiefly responsible. A brief account is appended of two of the more noticeable cases that occurred under this class. A quarrel over the right to bury a certain woman led to an assault delivered by the hired bravo of one party upon one of the dead woman's relatives, who belonged to the 63rd Palamcottah Light Infantry. The upshot was that two or three hundred soldiers of the unit turned out at night to avenge the injury, and one of the opposite faction was bayonetted to death. In view of the numbers taking part it was impossible to fix the guilt on any individual. A lascar of the Indian Ordnance Department attempted to resist a warrant of arrest and was confined by his conductor in the quarter-guard. A European Sergeant was then sent up to rearrest him on this second charge. As the lascar was being handed over to the Sergeant he violently assaulted the latter, and summoned his comrades to rescue him. They did so, and it was necessary to summon aid from the 1-96th Berar Infantry, who charged the recalcitrant lascars. Those who participated in the assaults were duly punished either by the Military or Civil authorities. It is satisfactory to note that murders declined from 19 to 9. Under the heading of serious offences against property, increases occurred in serious mischief and lurking house-trespass, robberies and dacoities remaining stationary. Minor offences against property rose by nearly 300, two-thirds of the increase being due to theft, and one-fifth to criminal breach of trust. The value of stolen property increased to Rs. 5·29 *lakhs*, of which Rs. 2·15 *lakhs*, or 40 *per cent.* was recovered, as against 47 *per cent.* in 1919.

Prosecutions launched by the Police under the Excise Act rose from 81 to 91, of which all but ten resulted in a conviction. Of the 16 opium cases preferred by the Police 14 were successful ; the figures for the previous year had been 12 and 10 respectively. There was a further decline in the number of prosecutions under the Gambling Act, which fell from 202 to 160, the percentage of conviction remaining constant at 85. Cases under the Arms Act exhibit no variation as between the two years concerned. Less action was taken under the preventive sections of the Rangoon Police Act : 355 cases were instituted as against 397, and the percentage of success declined from 88 to 84. The fall is attributed to the unsatisfactory type of Indian Constable on whom the administration has to depend for the effective working of these provisions of law. Any deficiency here is naturally reflected in an increase of crimes against property.

There was rather more activity under the preventive sections of the Criminal Procedure Code, but these sections are of very minor importance in Rangoon, where they are to a great extent replaced by the corresponding sections of the Rangoon Police Act. The year opened with 589 criminals under surveillance, and closed with 695, of whom 190 were in jail. In two years the number on the Register has increased by 200. Of 141 absconders proclaimed during the year, 84 were arrested, in addition to 70 absconders wanted by other districts. Prosecutions for drunkenness declined by over half from 1,352 to 628 ; only twenty of the crimes reported are directly attributable to drink. The number of dramas censored by the police increased from 106 to 567 : five of these were wholly, and three partly, rejected as being open to objection on racial or religious grounds. Six hundred and fifty-one cinematograph films were examined before the establishment, in May 1920, of the Burma Board of Censors : the new body held 30 weekly meetings and disposed of 584 films. In all thirteen films were rejected wholly or in part.

The number of prosecutions instituted by the Port Police for breaches of port and harbour rules rose from 2,373 to 5,136, of which 4,163, or 81 *per cent.*, resulted in conviction. Seven cases of rice-theft and one of paddy-theft were reported : in five of these convictions were obtained.

The number of licenses issued by the Hackney Carriage Department declined by 410, in accordance with the present policy of restricting the number of rickshaws licensed. One thousand five hundred and twenty-five additional motor vehicles were licensed, and the work in connection with the Motor Vehicles Act and Rules has outgrown the slender staff allotted to it. Proposals were submitted to Government for the creation of a separate department to deal with these matters.

Village Administration.

45. The process of amalgamating village-tracts was continued and the number of headmen declined from 15,661 to 15,284. It would appear to be generally agreed that the schemes of amalgamation referred to in last year's Report may be useful as a general guide, but that every case for amalgamation must be considered on its merits as it arises on the disappearance of a headman, and that no rigid adherence to the scheme can be enforced. The policy is naturally unpopular with the villagers, who almost invariably resent the extinction of their village as a separate entity. It therefore requires to be put into effect with great caution, and as much regard for popular sentiment as possible. Government has decided that it should be restricted to village-tracts of obviously inadequate size, and strongly deprecates any wholesale revision of boundaries. The number of

circle headmen in Upper and Lower Burma (excluding 18 in the Hill District of Arakan, who are really paid chiefs) declined from 274 to 249, and the number of subordinate headmen drawing no commission from 1,031 to 917. Satisfactory progress was made with the demarcation of village-tract boundaries, and the supply of maps to headmen.

The criminal work of headmen is reported to have been well done. The scheme, alluded to in last year's Report, for constituting benches of Honorary Magistrates composed of headmen was abandoned by Government when the practical objections to it were made clear. To invest such benches with summary powers would have restricted them to very narrow limits under the Criminal Procedure Code, whereas each individual headman now exercises more important powers of trial under the Village Act. To confer regular powers upon them would have entailed the entertainment of a clerk and the maintenance of an office to deal with the full records that would be necessary. The policy to which Government at present inclines is the erection of such benches in towns of any reasonable size, and the appointment thereto of leading citizens, while for rural areas selected individual headmen are to be invested with ordinary magisterial powers. The number of headmen holding special criminal powers rose from 1,872 to 2,026. Headman empowered to try civil cases increased from 2,072 to 2,238. From one district it is reported that civil powers are rarely used because the headmen do not as a rule inspire sufficient confidence, and it is probable that in general, the extent to which resort is had to the headman in civil disputes depends upon his character. The revenue work of headmen appears to have been uniformly good.

The average commission paid to headmen increased slightly from Rs. 161 to Rs. 166. It is pointed out that if, before the war, Rs. 180 was considered a sufficient remuneration for the ordinary headman, the corresponding sum to-day is in the neighbourhood of Rs. 270, a figure which is only attained in the wealthy district of Hanthawaddy, the lowest average (Rs. 58) being returned by Prome. It is evident that the attractions which the office holds out are unconnected with its financial aspect,

The excise work of headmen was better, and in one case a gold medal was awarded to a headmen's wife in this connection. Village Headmen's Associations are taking great interest in the suppression of opium-smuggling and drunkenness. Of more practical assistance to their fellowmen have been their activities in the economic sphere. They have kept village canals in repair, constructed new weirs, maintained storage tanks, and helped greatly in relief works, sometimes even advancing money to give employment. In one district they were able to induce cultivators who had a surplus of food grains to sell to

their needy neighbours rather than to traders who were prepared to pay a little more.

Relations between the headmen and the police are reported to have been cordial in most districts, and co-operation between these two authorities has had a marked effect in the discouragement of crime in certain places.

The "group system," or system of headmen's associations is slowly spreading and establishing itself, and some account should here be given of this organisation. Founded some years ago by the Deputy Commissioner of the very criminal district of Tharrawaddy in the interests of law and order, it is being adopted in Pegu and Insein, and was introduced in 1917 into Kyauksè and later into Meiktila. It appears to be an attempt to fill the vacuum left by the strong local authority which passed away with the disappearance of the circle headman, and has so far been justified by the results achieved. Districts are divided into groups, containing ten or a dozen villages apiece: the headmen of each group meet once a month at one another's residences in turn. The primary function of the groups is to secure co-operation in the maintenance of order, any inefficient member being warned and finally reported with a view to replacement. (They have been found particularly helpful to the district authorities in the election of headmen to fill vacancies.) The work includes surveillance of bad characters and suspicious strangers, the maintenance of fences and village guards at night, drills in defensive tactics against dacoits, and the prevention of offences. The secondary functions of the groups include the promotion of sanitation, education, better communications, better general administration, agricultural improvements, irrigation, co-operation, and other matters which interest and affect the lives of the ordinary inhabitant. It has been generally found that better results have been achieved in the sphere of these secondary functions than of the primary. The only actual powers that have been delegated to the groups in the district from whose report this account is mainly derived are those of licensing public entertainments, but indirectly they exercise very considerable influence. They enjoy the strong support of the Deputy Commissioner, who receives copies of their monthly resolutions, and returns them to the group president with a translation of any remarks made, or orders passed, by him. They are likely to be of great value as a vehicle for the interpretation of Government's policy to the people.

Dismissals have fallen from 324 to 241, and a slight increase in the number of headmen suspended is more than counterbalanced by a decline in the number of fines inflicted. The lastnamed punishment is disapproved by Government, and is really incompatible with the theory that the headman is not a subordinate official but the representative of his village. The amount of fines imposed on village-tracts

was Rs. 42,084, the lowest figure recorded for many years. The fact is probably not due to a greater readiness to apprehend dacoits and other criminals, or to come forward with evidence leading to their apprehension, so much as to a fuller appreciation by district officers of the villagers' side of the picture.

The interest which all officers concerned have always taken in village administration was well maintained. The transition period of the next few years, during which the old village system will have to be adapted to fit in with the scheme for rural self-government, will make a heavy call on the tact and patience of district officers, but the remarkable success of the group experiment shows that they may count on a large measure of assistance from their village headmen.

Wild Animals and Snakes.

46. During the year 1920 the number of persons killed by animals other than snakes was 98, as against 151 in the preceding year and 95 in 1918. The Pegu and Mandalay Divisions were those chiefly responsible for the increase reported in 1919, and it is in these that the figures for 1920 exhibit the greatest decline. The only other variation worthy of comment is a rise from 6 to 19 deaths in the Magwe Division ; this increase was well distributed, and no district reports outstanding figures. Tigers were, as usual, the animals most destructive to human life, and accounted for 67 deaths, as against 91 in 1919. Elephants killed 12 persons, as against 15, and the mortality from leopards, bears and other wild animals was inconsiderable.

Deaths from snake-bite decreased from 1,514 to 1,464. The largest divisional fluctuation occurred in Meiktila, which returned 316 deaths as against 138 : the Myingyan District, where deaths increased in the previous year by 178, showed a decline from 207 to 52 in the year under report, and the Meiktila District a decrease from 80 to 45. Mortality advanced in the Pegu Division from 451 to 590, the most marked increase occurring in the Tharrawaddy District. No other fluctuations call for comment.

The number of wild animals destroyed, other than snakes, rose from 5,044 to 5,093, but the rewards paid declined from Rs. 81,685 to Rs. 81,220 ; it must be remembered that the latter are regulated by a sliding scale according to the importance of the various animals concerned. The number of elephants killed declined from 127 to 42. The only important variation was reported from the Mandalay Division : the Ruby Mines District, which has since become a sub-division of Katha, returned 116 deaths last year, whereas for 1920 the total number killed in the enlarged Katha District amounted to only 32. The number of tigers killed remained practically stationary at 663, and no individual localities exhibit any marked fluctuation. The number of leopards destroyed rose from 2,359 to 2,434. Every district in the

Mandalay Division showed a decrease under this head, but the Sagaing and Tenasserim Divisions recorded an increase, for which the Shwebo and Toungoo Districts respectively are mainly responsible. One thousand six hundred and sixty-six bears were killed, as against 1,550, the largest divisional increase, from 677 to 791, being reported from Mandalay. The destruction of other animals declined from 345 to 299: wild dogs and wild pigs are the animals concerned. The number of snakes destroyed rose, according to the statistics, from 10,640 to 17,712, but, as was remarked in last year's Report, these are certainly incomplete. Of the districts submitting statements Tharrawaddy shows an increase from 3,692 to 7,470. The number of gun licenses granted for the protection of crops, and for the destruction of wild animals rose from 7,338 to 11,062. This large increase is due to the fact that the new Indian Arms Rules have cancelled the exemptions formerly enjoyed by several classes of persons, who are now required to take out a license to cover the possession of their firearms. Six thousand and seventy-five licenses were held under the Indian Arms Act, and the remainder under various special laws applicable to hill-tracts.

Criminal Justice.

General.

47. No Additional Judge was appointed during the year to the Chief Court, and from the 12th of August to the 12th of September only four Judges were sitting. There was no change in the jurisdiction of Sessions Judges in Lower Burma; the Sessions Judge, Tharrawaddy, continued to act as Additional Sessions Judge, Bassein. An Additional Sessions Judge was appointed to the Toungoo Division for a short period, and the District Judge, Akyab, was appointed Additional Sessions Judge, Akyab, in virtue of his office. One new Bench of Honorary Magistrates was created at Thôngwa, Hanthawaddy, bringing the total number up to 61.

In Upper Burma the only change of jurisdiction was occasioned by the abolition of the Ruby Mines District, and its constitution as a subdivision of Katha. The District Magistrates of the Sagaing Division were appointed Additional Sessions Judges for their respective districts for two months. Three Magistrates were invested with special powers under section 30 of the Criminal Procedure Code, and two Benches of Honorary Magistrates were abolished in the Upper Chindwin District.

Once again there was a considerable increase in the number of cases reported; the returns for Lower Burma show a rise of 2,789 and those for Upper Burma an increase of 1,894. These increases occurred alike under the Indian Penal Code and under Special and Local

Laws. Inspections were generally adequate in Lower Burma; in the Upper Province the increase in the number of inspections was almost entirely due to the activity of District Magistrates, to whom practically the whole of this work was left.

Cases.

48. The number of cases reported in Lower Burma was 83,526, of which 64,693 were found to be true. Of those reported 39,919 were under the Indian Penal Code and 43,607 under Special and Local Laws: the rise was a little over 4 *per cent.* in the former class, and a little under 3 *per cent.* in the latter. The largest increase of 3,317 cases, occurred in Rangoon Town, of which less than 500 were under the Penal Code. Of the other districts Pegu, Prome and Thayetmyo showed the largest increases, while there was a decrease of 644 cases in Tharrawaddy. The percentage of true cases to cases reported declined from 78·87 to 77·45. Tharrawaddy, Rangoon and Prome had the best averages in this respect, and Kyaukpyu the worst.

Under the Indian Penal Code the number of true cases affecting the human body declined from 7,290 to 6,867. Cases of murder declined by 28 to 315, of attempted murder by 9 to 21, of grievous hurt by 39 to 949, and of hurt by 305 to 4,117. Culpable homicide and rape showed a slight increase. Offences against property rose by 1,406, dacoities and robberies increasing by 24 and 64 respectively. There were 327 more cattle-thefts, and nearly every district reported increases in the number of cases of ordinary theft and receiving stolen property. True cases under Special and Local Laws increased by 100 to 37,210. Cases under the Excise Act showed a further decline of 466, while those under the Opium Act rose by 399. True forest cases rose by 118: the proportion of persons acquitted or discharged to those convicted remained unduly high. For every three persons convicted under the Gambling Act two were discharged or acquitted, and it is clear that the Act is not being worked satisfactorily: the number of true cases fell by 454 to 2,392. There was a reduction of 124 offences reported under the Village Act: convictions were obtained in respect of two-thirds of the persons concerned, and prosecutions were evidently initiated with more discretion than in the preceding year. Cases instituted under the Workman's Breach of Contract Act declined from 1,468 to 1,214. The number of applications summarily dismissed rose from 315 to 399, but the Thatôn District, which was responsible for 120 of these, again reported a very high proportion of abortive proceedings. Mergui, Thatôn and Rangoon were the districts in which recourse was had most freely to this Act. There was a further slight increase in the number of complaints summarily dismissed.

In Upper Burma reported cases numbered 34,564, of which 27,853 were found to be true. Reported cases under the Penal Code increased

from 15,060 to 15,697 of which 11,363 were returned as true, as against 10,847 in 1919. There has been a steady increase of crime since 1917, especially under the headings of hurt, theft, cheating, criminal breach of trust and criminal trespass. It is some consolation to find that perjury shows no tendency to increase. Offences affecting life increased in Myingyan and Shwebo: 8 of the Shwebo cases were attempted suicides, for the most part inspired by poverty. Grievous hurt cases increased in Shwebo, Sagaing and Kyaukse, Myingyan showing the most satisfactory decrease. Perhaps the most encouraging feature of the year was the decline of robberies and dacoities from 151 to 135: most of the cases reported were isolated petty robberies, and no organised gangs appear to have been at work. There was a general increase under the head of theft, and cases of mischief rose slightly in most districts. The number of true cases of rape advanced from 30 to 50. Under Special and Local Laws 16,490 cases were found to be true out of the 18,867 reported. Increases occurred under the Municipal, Opium and Railways Acts, due, in the case of the last named, to increased activity with a view to stopping the practice of travelling without a ticket. Offences under the Village Act increased in Pakôkku from 51 to 134: prosecutions were mainly directed against villagers who consumed the flesh of cattle that had died of rinderpest. The number of cases under the Gambling Act remained at last year's level, but the number of persons tried declined by 400, and the percentage of convictions to persons tried rose from 55 to 56. Attention is called to the large number of accused persons who succeeded in avoiding attendance at Court: more than one-fifth did so in Magwe. There was a general decrease, amounting to 25 *per cent.* in the number of offences under the Excise Act. Temperance Societies may account for this in Sagaing. In other places the high price of rice discouraged its use otherwise than as an article of diet. Under the new Excise Act, too, the tendency has been to impose heavier sentences, and this may have acted as a deterrent. Prosecutions under the Prevention of Cruelty to Animals Act exactly trebled in Mandalay, but the campaign seems to have been conducted with more zeal than discretion. The empowering of headmen to deal with offences under the Highways Act entailed a large reduction in the judicial figures. There was a continued improvement in the number of complaints dismissed: two-thirds of the cases of rape, one-half of those of cheating, one-third of those of mischief and one-quarter of those of gambling were found to be false or mistaken.

Disposal of Cases.

49. In Lower Burma the number of cases brought to trial during the year rose from 76,768, involving 132,204 persons, to 79,087, involving 128,976 persons. Of these cases 37,849 were under the Penal

Code and 41,238 under Special and Local Laws. The number of persons remaining under trial at the end of the year declined from 5,988 to 5,742, a very creditable record in view of the increased volume of work. Henzada, Tharrawaddy and Pegu are the districts showing the greatest improvement. The percentage of conviction, committal and reference in Magistrates' Courts rose from 62·61 to 63·45, the best figure attained since 1917. The figures for individual districts vary from 84·61 in Rangoon to 49·11 in Pegu. District Magistrates disposed of 678 cases as against 615. The number of cases tried with special powers under section 30 of the Code of Criminal Procedure rose from 1,862 to 2,081, of which 244 were taken up by District Magistrates. Stipendiary Magistrates other than District Magistrates disposed of 51,307 cases under ordinary powers, as against 49,983. Honorary Magistrates disposed of 24,010 cases, of which 15,139 were in Rangoon.

Proceedings with a view to demanding security for keeping the peace were taken in 43 cases as against 34. Sixty-six persons were involved : 51 were ordered to furnish security, and 12 were discharged. Security for good behaviour was demanded in 1,450 cases, involving 1,477 persons. Two hundred and thirty-eight persons were discharged, and 1,161 called upon to furnish security. The percentage of successful prosecutions rose from 81·99 to 83. In Mergui and Bassein, whence a large number of abortive proceedings were reported in 1919, there was considerable improvement in this respect, in spite of a great increase in the number of institutions in each district. Fifty-two persons were bound down under section 17 of the Gambling Act and 222 under section 3 of the Opium Law Amendment Act. Reference has already been made, in paragraph 40 of this chapter, to the extensive use made of the Habitual Offenders Restriction Act in Prome and Thatôn. But elsewhere little recourse was had to its provisions, and Magistrates do not appear to be generally conversant with the measure. The number of cases committed to sessions declined from 463 to 445, involving 719 persons. The percentage of convictions rose to 55·54, which is not far short of the figure for 1917.

The number of cases committed to the Chief Court fell from 61, involving 89 persons, to 41, involving 59 persons. Thirty-nine cases, involving 57 persons, were disposed of. The percentage of convictions fell from 67·78 to 52·63.

The average duration of all criminal trials showed a welcome decrease, from 16 to 13 days. All Courts showed an improvement except courts of session, where the average duration rose by five days. The largest reductions were effected in Insein, Pyapôn and the Hill District of Arakan. The number of witnesses examined rose from 291,796 to 303,701.

In Upper Burma the number of cases brought to trial rose from 32,348 to 34,391, of which 15,306 were under the Penal Code, and 19,085 under Special and Local Laws. The total number of persons under trial increased from 61,463 to 63,605. The percentage of convictions in Sessions Courts rose from 52·21 to 57·34, but in Magistrates' Courts there was a slight decline from 59·94 to 59·76, the Meiktila District having the very low figure of 44·11. The number of cases disposed of by Stipendiary Magistrates sitting singly, excluding District Magistrates, fell from 22,400 to 21,976, and those disposed of by District Magistrates from 396 to 355. Benches of Magistrates tried 10,931 cases as against 8,795. Of these the Mandalay Bench disposed of 8,313 cases, and the Magwe Bench of 544. The number of cases in which proceedings were taken with a view to demanding security for keeping the peace rose from 22, involving 43 persons, to 24, involving 54 persons. Cases of security for good behaviour rose from 585, with 596 persons, to 631, involving 639 persons. The percentage of successful prosecutions was 96·29 in the former class, and 83·31 in the latter: the figures are not quite so good as in 1919 which exhibited a considerable rise. As in Lower Burma, comparatively little use was made of the Habitual Offenders Restriction Act of which some courts had not even received a copy. The number of persons committed to sessions rose from 238 to 300: the number disposed of rose from 150, concerning 226 persons, to 189, concerning 295 persons, in the preceding year.

The average duration of cases declined by one day from 14 to 13, the highest averages being shown by Myingyan and Putao. The low figure of 6 appears to have been reached in Yamèthin at the expense of thoroughness. The total number of witnesses examined increased from 97,727 to 110,171.

Punishments.

50. In Lower Burma the number of death sentences referred to the Chief Court for confirmation rose from 59 to 86: in 54 cases the sentences were confirmed, in 9 they were reversed, in 15 altered or reduced, and in one case a new trial was ordered. Two persons were sentenced to death by the Chief Court sitting as a Court of Session. The total number of persons sentenced to death thus increased from 34 to 56. The number of persons sentenced to transportation was 319, an increase of two only, and the number sentenced to imprisonment for over two years rose from 1,282 to 1,410. Sentences of imprisonment for fifteen days or less fell from 2,128 to 2,000 of whom no less than 1,557 were imprisoned till the rising of the court. There was a slight increase, from 2,225 to 2,326, in the number of whippings inflicted. Over twenty cases came to notice in which sentences of whipping were illegally passed, and the Honourable Judges

recommended a reduction of the powers of the Magistrates concerned, in accordance with the warning referred to in last year's Report.

The number of persons sent to jail for failure to give security increased from 589 to 722. The increase was not proportional to the increase in the number of persons called on to furnish security, but a more extended use of the Habitual Offenders Restriction Act would have reduced the figures. Imprisonment in default of security was awarded chiefly in Henzada, Bassein and Prome.

The amount of fines inflicted increased by 11 *per cent.* to Rs. 7,21,819. Rangoon alone was responsible for more than half the increase, doubtless in consequence of the large increase there of cases under Special and Local Laws. The amount struck off as irrecoverable fell from Rs. 56,037 to Rs. 50,862. The amount of fines paid to complainants by way of compensation under section 545 of the Criminal Procedure Code advanced by 20 *per cent.* : there was an increase of one only in the number of persons ordered to pay compensation for bringing frivolous and vexatious complaints. The number of persons released on probation under section 562 of the Criminal Procedure Code rose by 60 to 1,437 : of these 21, or 1·5 *per cent.*, were convicted for breaches of their bonds. Of youthful offenders 39 were discharged after admonition and 21 were delivered to parents or guardians under section 31 of the Reformatory Schools Act : last year's figures were, respectively, 16 and 16. The sentences of 30 boys were commuted to detention in a Reformatory School, as against 20.

In Upper Burma 17 death sentences were confirmed by the Judicial Commissioner, as against 14. The number of persons sentenced to transportation rose from 88 to 110, while the number of those rigorously imprisoned increased from 3,661 to 3,917. Whippings in lieu of other punishment rose from 750 to 782, and whippings in addition to other punishment increased from 9 to 15, of which three were illegally awarded. Simple imprisonments increased from 377 to 430. There was a slight increase in the number of persons imprisoned for fifteen days or less, but sentences of imprisonment till the rising of the court declined by over a hundred, half the improvement taking place in Mandalay.

The amount of fines imposed rose from Rs. 3,56,660 to Rs. 379,283 : outstandings amounted to some Rs. 51,000. The amount paid as compensation under section 545 of the Criminal Procedure Code increased slightly from Rs. 24,698 to Rs. 25,311, and the amount so paid under section 250 rose from Rs. 995 to Rs. 1,700.

Appeals.

51. The number of persons who presented appeals in Lower Burma rose from 7,748 to 9,445. Appeals before the Chief Court increased from 919 to 1,200, before Courts of Session from 5,127 to

6,154, and in Courts of District Magistrates, and Magistrates specially empowered under section 407 of the Criminal Procedure Code, from 886 to 1,139. The Local Government preferred appeals in the Chief Court against the acquittals of twelve persons, and in eight cases the appeal was successful ; the corresponding figures for last year were seven and two. The percentage of sentence confirmed to the total disposed of by all Appellate Courts showed a sensible increase from 67·38 to 69·68. The percentage in the Chief Court rose slightly. Sessions Courts exhibited considerable variations from last year's figures. Of the District Courts Sandoway and Kyaukpyu recorded a very low percentage of confirmation. The average duration of appeals showed a further decline from 17 to 15 days. In the Chief Court duration rose from 29 to 31 but declined by three days in Sessions Courts, and remained stationary in the Courts of District Magistrates.

In Upper Burma the number of persons who preferred appeals before the Judicial Commissioner declined from 260 to 252 ; in Sessions Courts the number of appellants fell from 1,624 to 1,614 and in the Courts of District Magistrates from 1,354 to 1,342. The percentage of confirmation in all courts remained exactly at last year's figure, 61·31. In the High Court it rose from 66·67 to 68·16, and in District Magistrates' Courts from 47·76 to 51·51. In Sessions Courts it fell from 71·92 to 68·33. The average duration of appeals dropped further from 15 to 13 days. No appeals were preferred against acquittals by the Local Government.

Revisions.

52. The number of cases dealt with on revision by District Magistrates in Lower Burma was 7,250, involving 12,885 persons, as against 8,116, involving 15,792 persons, in 1919. The number of persons regarding whom further enquiry was ordered was 179 as against 188, and the cases of 151, as against 248, were referred to the Chief Court. An adequate amount of revision work was done in all districts. Sessions Judges had before them on revision approximately the same number of cases as in the previous year, but the number of persons involved declined from 6,134 to 4,441. Further enquiry was ordered in the case of 34 persons, as against 36, and the cases of 137, as against 190, were referred to the Chief Court. The latter called on its own motion for 434 cases, affecting 577 persons, as against 716 cases, affecting 1,099 persons. The orders of the lower courts were confirmed in the cases of 880, and reversed in the cases of 233 persons ; while the number of reversals was only 17 less than in the previous year, the number of confirmations declined by over 400. The sentences of 40 persons were enhanced, and of 91 reduced or altered, while new trials were ordered in the cases of 41.

In Upper Burma the number of cases dealt with on revision by District Magistrates rose from 4,079 to 4,417. The number of cases called for by them under the Criminal Justice Regulation increased by 427 to 2,651, but the number otherwise called for declined from 1,986 to 1,766. The percentage of confirmation rose in the former class to 95·88, but fell in the latter to 87·37. The number of persons whose cases were dealt with on revision by Sessions Courts rose from 1,861 to 2,251, and in the cases of 1,779 the original order was confirmed. The Judicial Commissioner had before him on revision the cases of 2,907 persons, or 258 more than in 1919. In the cases of 88·52 *per cent.* the decision of the lower courts was left untouched. In 11 cases further enquiry was ordered.

Prisons.

Accommodation.

53. Excluding hospitals and observation cells, accommodation was available for 16,358 male and 313 female prisoners, against 16,958 and 313, respectively, in the previous year. The reduction in the total accommodation is due to the closure of the Maymyo Extramural Jail on the 15th May 1920.

The daily average number of prisoners of all classes was 14,608, *viz.* 13,590 convicts, 959 undertrials, and 59 civil prisoners, compared with 13,388, 12,353, 967 and 68, respectively, in 1919. Among the civil prisoners are included three persons committed to jail under the Ingress into India Ordinance. The total of this class was only three, all of whom where released during the year. By order of Government 8 convicts were released on account of sickness and 151 on other grounds, the latter figure including 55 for employment in the Palace Gardens, Mandalay; 11 on transfer to the Salvation Army Industrial Institution, Kemmendine; 10 for road construction work in Cantonments at Mandalay, and another 10 for work on the Agricultural Farm at Mandalay.

Prisoners.

54. The year opened with 13,628 prisoners of all classes; 43,873 were received during the year and 41,705 were discharged, leaving 15,796 at its close; the corresponding figures for 1919 were 13,816, 39,848, 40,036 and 13,628.

The number of convicts at the beginning of the year was 12,562 or 64 less than in 1919. The number of admissions rose from 18,468 in 1919 to 19,899 in the year under review. The number of convicts under 16 years of age was 106, against 101 in the previous year. The number of male juveniles sent to jail to be whipped was 423 only, compared with 522 in 1919. Of the convicts admitted to jail 33·24

per cent., against 31·20 *per cent.*, had been previously convicted. The number of youthful offenders, under 15 years of age, was 20, against 21 in the previous year. Of this number 6 had been previously convicted and 12 were transferred to the Reformatory School at Insein, compared with 5 and 13, respectively, in the year 1919.

Of the convicts admitted during the year 86·87 *per cent.* were Buddhists, 5·58 *per cent.* were Hindus and Sikhs, 4·57 *per cent.* were Mahomedans, 0·49 *per cent.* were Christians and 2·49 *per cent.* belonged to other denominations, the ratios for the preceding year being 87·89, 5·55, 4·64, 0·42 and 1·50 *per cent.*, respectively.

Of the number admitted, 301 were sentenced to simple imprisonment, 18,873 to rigorous imprisonment, 698 to rigorous imprisonment with solitary confinement, and 27 to rigorous imprisonment with whipping, the figures for the previous year being 276, 17,615, 550, 27, respectively.

Among the admissions were 6,245 habituals of whom 6,133 were classified by convicting Magistrates, and 112 by Jail Superintendents, against 5,461, 5,396, and 58, respectively, in the previous year.

Discipline.

55. The total number of offences committed was 27,642 ; of these 28 were dealt with by criminal courts, 23,794 by minor punishments and 3,820 by major, the corresponding figures for 1919 being 19,340, 23, 16,095 and 3,222. There was an increase in the number of penal diets, *viz.* 1,238, against 1,064 in 1919.

The ratio of total punishments to daily average population was 203·40, against 156·56 in 1919. While the daily average number of convicts was only 1,237 in excess of the previous year, the grand total of punishments awarded showed an increase of 8,302, all the jails, except five in Lower Burma, and two in Upper Burma, being responsible for the increase.

There were some dangerous assaults, but these were generally due to lack of self-control, rather than to deliberate sin. There was, however, an exception to this generalization at Myingyan, where two habituals maliciously assaulted a convict warder, causing his death. The assailants were sentenced, one to three years' and the other to one year's rigorous imprisonment, to take effect on the expiry of the original sentences. The number of whippings was 75, compared with 50 in 1919. In fourteen jails there were no whippings.

There were five escapes, four from outside, and one from inside the jail. Of those who escaped, two were recaptured before the close of the year.

Habituals, whose numbers averaged 6,051, against 5,736 in 1919, were responsible for 19 of the 28 offences dealt with by Criminal Courts, and for 42 out of a total of 67 whippings inflicted on ordinary

prisoners. Out of a grand total of 27,642 punishments inflicted, the habituals were responsible for 17,127, which, calculated on the daily average habitual population, works out to 283·04 *per cent.*, compared with 223·99 in 1919. The increase appears to confirm the opinion expressed in last year's report to the effect that, by the concentration of habituals in the larger jails, discipline can be better enforced than if they were confined in the smaller jails.

The total number of prisoners employed as convict officers fell from 2,500 males and 12 females to 2,374 and 9, respectively. The proportion of prison officers fell from 20·40 in 1919 to 17·63 in 1920. The number of punishments awarded to convict officers increased from 7,776 to 8,331, the jails mainly responsible for this being Rangoon, Bassein and Myingyan. The Superintendents of these jails ascribe the increase to stricter discipline being enforced, to the inferior type of men employed as convict officers and to the want of training of convict officers, necessitated by the general shortage and early promotion.

Financial.

56. The total expenditure on guarding and maintaining prisoners in the jails of Burma, and the average cost per head rose from Rs. 11,71,628 and Rs. 87-8-3, respectively, in 1919, to Rs. 14,34,444 and Rs. 98-3-3 in the year under review. The increases were mainly under the heads "Dieting Charges" and "Establishment." The increase in the expenditure under the latter head was due to the grant of a scale of temporary allowances to Jailors with effect from the 1st March 1920. The increase under "Dieting charges" was mainly due to a higher rate paid for paddy and to the increase in the jail population. The nett cash earnings of convicts sentenced to labour fell from Rs. 2,34,513 to Rs. 2,21,629 and the average nett cost per head of average strength increased from Rs. 70-0-3 to Rs. 83-0-0 in 1920. The amount realized by sale of vegetables over and above the prison requirements was Rs. 10,921, against Rs. 11,011 in 1919. The value of farm produce other than vegetables grown, rose from Rs. 36,972 in 1919 to Rs. 50,866 in 1920. What was lost under vegetables was more than compensated for by the profit under garden produce. The quantity of vegetables consumed by the prison population was 1,412 tons, compared with 1,324 tons in 1919. Jail dairies returned a profit of Rs. 6,048 only, against Rs. 6,323 the previous year. The total receipts from dairies amounted to Rs. 12,158, against Rs. 10,822 in 1919.

The value of labour supplied to the Jail Branch Press and to the Public Works Department, for which no credit is given the Jail Department, amounted to Rs. 84,444, against Rs. 59,000 in 1919, an increase of Rs. 25,444.

Vital.

57. The number of admissions to hospital, the daily average sick and the number of deaths were 6,385, 314 and 291, respectively, the corresponding figures for 1919 being 4,611, 263 and 382. The ratio, *per mille*, of admissions to hospital daily average sick, deaths from all causes except cholera and deaths from all causes both in and out of hospital, works out to 437·12, 21·50, 19·51 and 19·92, respectively, compared with 344·41, 19·64, 25·25 and 28·53, respectively, in 1919. The health statistics are better than those for 1919, the death rate, 19·92 *per mille*, being the lowest since 1917, when it was 19.

The increase in the ratios of admission to hospital and daily average number sick is mainly accounted for by the outbreak of influenza at Insein, Mandalay, Moulmein, Prome and Rangoon. At the last jail, the number of admissions to hospital rose from 374 in 1919 to 1,348 in 1920 which, at first, would appear to indicate that the health of the prison population was much worse than in the previous year, but as a matter of fact, this was the result of enforcing the rule of admitting to hospital every case after 24 hours' observation. At Prome the number of admissions rose from 81 to 687, due to all prisoners found infected with ankylostoma being admitted for suitable treatment. Four of the District Jails, *viz.* Kyaukpyu, Sandoway, Myanaung and Mônywa, had no deaths. Amongst Central Jails, Bassein returned the lowest death rate, 7·87, and amongst District Jails, Henzada, *viz.* 3·70. Of the 291 prisoners that died 107 were admitted in good health, 92 in bad, and 92 in indifferent health. Thirty-six of those who died were opium-eaters, against 27 in 1919. Cholera accounted for 6 admissions with 4 deaths, Magwe returning 5 cases with 3 deaths and Thayetmyo one fatal case. At Magwe the whole of the jail staff and the prison population were inoculated with anti-cholera vaccine, and no cases occurred thereafter. Dysentery accounted for 476 admissions with 44 deaths, against 389 and 48 in the previous year. Malaria caused 470 admissions with 7 deaths, compared with 342 and 3, respectively, in 1919. Under tubercular diseases there were 211 admissions and 74 deaths, against 240 and 91, respectively, in 1919.

Though plague was prevalent in several districts of the Province there were no cases in the jails. The number of admissions and deaths due to influenza was 708 and 16, respectively, compared with 308 and 5, respectively, in 1919: 1,858 or 9·34 *per cent.* of the direct admissions confessed to being addicted to the opium habit, the figure for the preceding year being 1,581 or 8·56 per cent. The highest percentages of opium consumers were returned by Kyaukpyu (32·88), Akyab (31·30), Sandoway (30·43), and Taungdwingyi (27·38).

Miscellaneous.

58. The daily average number of juvenile convicts confined in the Juvenile Jail at Meiktila was 134, compared with 89 in 1919 and 80 in 1918. During the year the number of punishments awarded was 260, against only 9 in the previous year. Twelve of the offences related to assaults of which two were committed on prison officials and one on a fellow prisoner. The conduct of both ordinary prisoners and of the convict officers was thus apparently much worse in 1920 than the previous year.

At the Meiktila Juvenile Jail, 20, against 24 prisoners in the preceding year, earned 15 days' remission each for being free from punishment for a year. Every juvenile who is physically fit is put through drill and gymnastics for an hour every day by a Lance-Naik, formerly belonging to the Burma Military Police, whose services have been transferred to the Jail Department. The educational staff consists of two vernacular teachers, whose work has been favourably reported on by the Deputy Inspector of Schools, Meiktila. The prisoners get two hours' schooling a day. The maximum number attending school on any one day was 126, against 118 in 1919. One hundred and twenty-three boys went up for examination and 95 passed. Sixty-eight of them passed the Infant standard and only two passed higher than the second standard. The percentage of passes was 77·24, against 43·36 in 1919. The Deputy Inspector of Schools found that the work of the school was much better than in 1919 and that the teachers took interest in the work. The accommodation of the School building having been found inadequate, it is proposed to build a large class-room below the existing one.

Carpentry, cane work, Burmese-slipper making, blacksmith's work, sawing, paddy-grinding, paddy-mill making and agricultural work were carried on as usual. Four technical paid instructors were employed, a carpenter, a slipper-maker, a blacksmith, and a sawyer. Besides, there is, in charge of the jail farm, a Jailor who underwent a course of training in the Agricultural Department before assuming charge of his present duties. Usually long-term prisoners are employed on the farm. The Superintendent of the Meiktila Juvenile Jail finds that very few of the prisoners follow these jail-taught crafts on release, and has suggested that they should be stopped, four hours a day schooling being given and all the prisoners sent to work on the farm and garden. This proposal is now being considered. The monk, who for several years looked after the morals of the boys, had to be removed on account of misconduct, and replaced by another. The accommodation of Meiktila is proving inadequate, and the question of extension, or at taking over a larger jail for the purpose, may become imperative. The bulk of juvenile habituals now go to the Insein Central Jail and a start has been made to introduce a modification of the Meiktila system among them.

At the Rangoon Central Jail six prisoners from the second standard appeared for examination and all passed. In his annual report, the Deputy Inspector of Schools remarked that the education of the scholars is satisfactory. The pupils in the Myingyan and Mandalay Central Jails were not examined during 1920.

By the grant of remission 4,525, against 4,779 in 1919, were released. One thousand seven hundred and forty convicts were each awarded 15 days' special remission for being free from punishment for a year, and 1,477 were awarded special remission for excellence of work.

During the year 11 prisoners, conditionally released by the Local Government, were sent to the Salvation Army Industrial Institute. Unfortunately, last May, the inmates got out of hand, and mutinied. An enquiry resulted in the prisoners being returned to jail, and orders passed laying down the conditions on which the institution, if re-opened, should be conducted. The question is still under discussion with a view to begin again on new lines and in a better building.

The training of prisoners in microscopical work continued to receive attention and many of the men rendered good service, especially in detecting the ova of hook-worm and malarial and other parasites. Of the trained prisoners released from jail two have secured employment in the Civil Hospitals, a third getting an appointment in a certain Government institution where he is giving satisfaction in the discharge of his duties.

During the past few years it was possible to prevent overcrowding by temporary expedients, such as the conditional release of prisoners for work in the Tavoy Mines, the formation of a Jail Labour Corps for Mesopotamia, and an extramural jail at Maymyo, but these outlets are no longer available. The jail population continues to rise as it rose steadily throughout 1920, and the old problem of overcrowding has arisen. It is, therefore, becoming clear that more jails will have to be built. The whole question of accommodation and the provision of more jails is being considered. Of the subsidiary jails, that at Tharrawaddy is to be converted into a central jail, and another central jail will very likely have to be built at Pegu. The subsidiary jails at Pyapôn and Mawlaik have not yet been formally made over by the Police to the Prison Department. The subsidiary jail at Thatôn was brought under control of the Prison Department from the 15th August 1921.

Civil Justice.

59. The Administration of Civil Justice in Lower Burma is under the control of the Chief Court sitting in Rangoon, and, in Upper Burma, of the Judicial Commissioner of Upper Burma, sitting at Mandalay. As noted above in paragraph 47, no Additional Judge of

Courts.

the Chief Court was appointed during the year, and for a month during the rains only four Judges were sitting. The reorganisation of Subordinate Civil Courts in Lower Burma, to which reference was made in last year's Report, was carried out with effect from July 1st, 1920. Subdivisional Judges sit permanently at the headquarters of districts. Many Township Courts have been amalgamated, and as far as possible the Township Judges sit at fixed headquarters. Where a Township Judge is a wholetime Civil Judge, the court is now called a First Class Township Court, and is invested with small cause powers up to Rs. 100. Second Class Township Courts are those whose presiding Judge is also an Additional Magistrate and these have small cause powers up to Rs. 50. The courts of those Judges who sit in virtue of their office as Township Officers are called Third Class Township Courts, and these have no small cause powers. In Upper Burma an analogous reform was extended to the more progressive districts. This had the effect of reducing by eight the strength of judicial officers. A Second Additional Judge was appointed to the Judicial Commissioner's Court for six weeks in the Autumn. The amalgamation of the Ruby Mines and Katha Districts has already been mentioned in this Report. As a consequence the Mogôk and Thabeikkyin Subdivisions of the old Ruby Mines District were amalgamated into one subdivision called Mogôk. Its presiding Judge was appointed an Additional Judge of the District Court, with appellate and original jurisdiction over the amalgamated portion: the District Judge exercises both appellate and original jurisdiction over the whole district thus constituted.

60. The total number of suits instituted during the year 1920 in Lower Burma showed an increase of 17 *per cent.* over the figures for the preceding year. The Upper Burma figures have advanced by a little over 7 *per cent.*, and litigation would appear here to have returned to its normal level. Suits for money and moveable property are mainly responsible for the increase in both portions of the Province. Failure of crops is cited in either case as the chief cause of this phenomenon, but judicial officers are not in a position to know the reasons for such fluctuations, and it must be remembered that the litigation of a particular year is by no means dependent on the economic conditions of that year alone. It depends largely on the conditions existing when the original obligations were undertaken, partly on the law of limitation, and partly on the conditions existing during the years in which the obligation had to be met in the form of interest or otherwise.

Suits.

In Lower Burma the total number of suits instituted increased from 42,684 to 49,990. The number of institutions in the Chief Court

rose from 588 to 641 ; the number of rent and ejectment suits referred to in last year's Report, continued to grow, and is responsible for the increase. In the Rangoon Small Cause Court the number of suits rose by 589, the increase being distributed over suits of all values. In up country Small Cause Courts the rate of increase was as high as 36 *per cent.*, in Township Courts 16, and in Subdivisional Courts 10. District Courts showed practically the same figures as in 1919. Suits for money or moveable property rose from 37,670 to 44,826, or by 19 *per cent.* Suits for immoveable property declined slightly from 2,015 to 1,916. This decrease is, however, only apparent, as last year's figures were vitiated by misclassification in two courts and in reality there has been a rise under this head. Mortgage suits remained stationary : suits for specific relief and matrimonial suits increased at a rate approximating to the rate of increase of all suits, and no comment is required.

The value of suits filed in Lower Burma fell from Rs. 1,85·52 *lakhs* to Rs. 1,75·29 *lakhs*, but the rise in value recorded in 1919 was out of proportion to the rise in the number of suits. This year there was a decline of Rs. 28·51 *lakhs* in the Chief Court, which in the preceding year had dealt with an administration suit valued at Rs. 27 *lakhs.* Except in the Chief Court and the Rangoon Small Cause Court there was a rise in value exactly proportionate to the increase in the volume of litigation.

The number of suits disposed of rose by 8,007 to 51,543, which means that the number of disposals exceeded the number of institutions by 1,553 ; in the previous year this excess was in the neighbourhood of 850, so that there has been a considerable improvement in the despatch of work. Of the suits disposed of 27·12 *per cent.* were contested as against 26·24. The plaintiff's percentage of success in contested cases rose from 68·34 to 69·29. The percentage of suits decreed on confession rose slightly from 19·18 to 19·79, and that of suits decreed *ex-parte* from 23·81 to 23·11. Pending suits declined from 5,185 to 4,406, of which only 1,470 had been pending for over three months, as compared with 2,235 at the end of 1919. For this improvement the credit must be shared by the Rangoon Small Cause Court and the Township Courts up country ; Subdivisional and District Courts recorded insignificant decreases and Small Cause Courts an increase. In all these courts, however, there was a substantial reduction in the number of pending cases of long standing. During the year new forms of monthly returns were introduced to enable Divisional and District Judges to scrutinise the state of work in each court. It is believed that this introduction has had some effect in expediting the disposal of litigation, but it is pointed out that there is still room for improvement, especially in view of the fact that the volume of the work is as yet sub-normal, and may be expected to increase.

The duration of contested and uncontested suits fell by 15 and 7 days, respectively, nearly every district recording a decrease. The duration for contested cases (69 days) is the lowest since 1906 ; the districts with the best record were the Hill District of Arakan, Salween and Akyab. Pyapôn, Bassein and Ma-ubin had the longest average duration, but all these districts showed a considerable improvement from the previous year. There were still a few districts where the long duration of uncontested cases betrays a weakness in the process-serving amchinery. The solution will probably be found in the complete divorce of the civil, revenue and criminal process-serving establishments.

In Upper Burma the number of suits instituted increased by 1,458 to 21,139 ; the increase was shared by all districts except Magwe and Pakôkku. Suits for money or moveable property rose from 16,153 to 17,231 ; the districts of Katha, Mandalay and Shwebo being mainly responsible. Suits for immoveable property increased from 1,305 to 1,577. Mortgage suits declined, on the statistics, from 1,197 to 1,191, but the figures are probably untrustworthy, as suits on mortgage are sometimes wrongly classified as suits for immoveable property. Matrimonial suits advanced from 513 to 524, suits for specific relief from 188 to 240, and suits not falling under any specified class from 310 to 345.

The total value of suits filed rose from Rs. 34·04 *lakhs* to Rs. 41·68 *lakhs*, Yamèthin being the chief contributor, followed by Mandalay, Kyauksè and the Lower Chindwin. There seems no doubt that the value of land has risen. The Upper Chindwin was the only district that showed any considerable decrease. The number of suits disposed of increased from 19,117 to 20,458, the chief contributors being Sagaing, Shwebo, Katha and Yamèthin. The percentage of contested cases rose slightly from 26·19 to 26·97, and the plaintiff's percentage of success in contested cases fell to 62·35. The number of suits decreed on confession increased from 4,221 to 4,299, and the number decreed *ex-parte* from 2,172 to 2,443. The number of cases pending at the close of the year increased from 3,010 to 3,610.

The average duration of uncontested cases was reduced by three days, but that of contested cases rose by six. As in Lower Burma much of the delay was due to process-servers, and it is hoped that the improvement in the pay of these menials will attract a better type of man to the work. For the rest the changes recently introduced, whose primary object was to afford relief to subordinate executive officers, had the effect of entailing a considerable increase in the work of wholetime judicial officers. The constitution of a real judicial service in Upper Burma will, it may be hoped, effect a marked decrease in the average duration of civil cases.

The number of miscellaneous cases for disposal in the courts of Lower Burma rose from 6,109 to 6,329, the Township Courts being responsible for the increase. The number pending at the end of the year showed a slight decrease, and the average duration fell from 55 to 47 days. In Upper Burma there were 1,996 miscellaneous cases, as against 1,960 in 1919. Pending cases advanced from 365 to 476, and the average duration was lengthened by one day to 82.

The number of applications for the execution of decrees in Lower Burma rose from 33,313 to 35,900, but the amount realised fell from Rs. 31·35 *lakhs* to Rs. 18·80 *lakhs*. The number of applications pending at the end of the year was 4,122 as against 4,171 in 1919. The number of debtors arrested, but released without imprisonment, increased by 194, and the number actually imprisoned by 39. Sales of moveable property rose very slightly, but there was a considerable increase in the number of cases in which moveable property was attached, and subsequently released. Sales of immoveable property declined from 1,340 to 1,255. The percentage of applications wholly or partially successful to the total disposed of showed a slight decrease from 42·1 to 41·55.

In Upper Burma the number of applications for execution increased from 11,521 to 12,420, of which 2,860 remained pending the end of the year, as against 2,375. The amount realised was Rs. 5·19 *lakhs*, as against Rs. 4·98 *lakhs*. Imprisonments for failure to satisfy decrees increased by one to 55, but the number of judgment debtors arrested, but released without imprisonment, fell from 655 to 501. The percentage of applications wholly or partially successful to the number disposed of rose from 49·41 to 49·71.

Five hundred and eighty applications were made in Lower Burma under the Provincial Insolvency Act, as against 556 in the previous year. Two hundred and seventy-seven were made by debtors who had been arrested, 293 by debtors who had not been arrested, and 10 by creditors. The number disposed of decreased by four to 567 ; 16 cases were withdrawn, 192 were dismissed, and adjudication orders were made in the remaining 359 cases, a receiver being appointed in 95 of these. In Upper Burma the number of insolvency petitions before the courts was 226 as against 211. One hundred and fifty-nine were disposed of and 67 left pending at the close of the year, as against 52. Seven cases were withdrawn and 52 dismissed. Adjudication orders were made in 100 cases, in 25 of which a receiver was appointed. From the small proportion of cases in which a receiver has been appointed it would appear that Subordinate Courts still tend to take the line of least resistance when the debtor is unable to pay the decretal amount, and instead of enquiring into his circumstances and releasing him forthwith if he is unable to pay, compel him to go through the Insolvency Court—which thus remains largely a mere court of jail delivery

instead of discharging its functions as a machine for distributing assets among creditors.

Appeals.

61. The number of appeals preferred in District Courts in Lower Burma against decrees of Township Courts rose from 1,674 to 2,200, but durations fell by five days to 44. The percentage of confirmations rose from 61·14 to 62·26, of modifications from 7·32 to 7·67, and of remands from 2·65 to 3·07. Reversals declined from 28·9 to 27 *per cent.* The number of appeals disposed of rose from 1,585 to 2,178, but this increase was insufficient, in view of the rise in the number of appeals, to reduce the pending file, which, however, only increased by 22. There was a welcome increase in the number of appeals summarily dismissed by the figure rising from 163 to 274.

The number of appeals preferred in Divisional Courts against decrees rose from 370 to 518, the highest recorded since 1914. Five hundred and twenty-one appeals were disposed of, as against 371 in 1919, and the pending list was reduced by three. In spite of this increase of work there was a marked decrease in the duration of appeals from 100 days to 78. The percentage of confirmations fell from 60·11 to 59·31, of modifications from 12·94 to 11·71, and of remands from 4·85 to 2·88. Reversals amounted to 26·1 *per cent.* as against 22·1. Seventy-eight appeals were summarily dismissed as against 44, Prome being the only division in which no use was made of this procedure. The number of miscellaneous appeals preferred in District Courts declined by four to 133, and rose in Divisional Courts from 71 to 79. The average duration improved by nine days in District, and by 20 days in Divisional Courts.

In Upper Burma the number of appeals preferred in District Courts against decrees was 1,968 as against 1,628. Of the total number for disposal 1,953 cases, or 83 *per cent.*, were disposed of, as compared with 1,521 cases in 1919. The average duration rose from 82 to 88 days. The number of appeals summarily dismissed rose from 79 to 148, which is still less by six than the figure recorded in 1918. There was a slight improvement in the percentage of confirmation : the percentages of the other results of trial call for no comment. Twenty-three appeals were preferred in Divisional Courts as against 18. Of the 31 cases before the Courts 14 were disposed of and 17 were left pending at the end of the year : the average duration declined from 172 to 108 days. The number of miscellaneous appeals before District and Divisional Courts rose from 165 to 186, of which 25 remained pending at the end of the year as against 37. The appellate work of the Chief Court of Lower Burma, and of the Judicial Commissioner, Upper Burma, is described in the next two paragraphs, which deal with these Courts.

The Chief Court of Lower Burma.

62. During the year of report Judges of the Chief Court sitting singly disposed of 528 original suits, 327 applications for the execution of decrees, and 246 miscellaneous cases. On the Appellate Side single Judges dealt with 22 regular first appeals, 222 second appeals, 222 revisions, two miscellaneous appeals, 28 miscellaneous applications and one civil reference made by a District Judge under Order XLVI, Rule 7, Code of Civil Procedure. Benches of two Judges dealt with 83 regular first appeals, 12 second appeals, five revisions, 68 miscellaneous appeals, 34 miscellaneous applications and three civil references. A full Bench of three Judges dealt with four civil references under the Lower Burma Courts Act and the Indian Divorce Act.

The number of suits instituted during the year was 641, as against 588, but the rise was due to the continued growth of ejectment suits and the aggregate value of the suits declined from Rs. 69·82 *lakhs* to Rs. 41·31 *lakhs*. It has already been remarked in paragraph 60 above that the figures for 1919 were swollen by the inclusion of an administration suit valued at Rs. ·27 *lakhs*. The number of suits disposed of advanced from 470 to 528, the increase being due to the fact that more suits were decided without contest, or dismissed for default, or want of prosecution. The percentage of contested cases declined from 35·32 to 27·65: the average duration of contested cases fell from 295 days to 169 and of uncontested from 219 days to 74. Ejectment suits, which admit of rapid disposal, are chiefly responsible for the decrease. The number of sales of immoveable property declined by one half to 11; there were no sales of moveable property. The number of cases disposed under the Presidency Towns Insolvency Act fell from 164 to 140, while the number pending at the close of the year was 124 as against 99. Three persons were adjudicated insolvents on the application of creditors, and 131 persons on their own application. Discharge was granted to 56 debtors: in 78 cases the application for discharge was dismissed, or the adjudication order annulled. The miscellaneous business consisted of 29 applications for probate, 132 applications for letters of administration, 19 under the Guardians and Wards Act, 42 under the Code of Civil Procedure, and 20 under other Acts.

The number of regular appeals instituted increased from 376 to to 454, while the number disposed of rose from 316 to 339: the number pending at the end of the year was 395. Of the appeals instituted 146 were against original, and 308 against appellate, decrees, the corresponding figures for 1919 being, respectively, 128 and 248. The average duration of first appeals was 288 days, a substantial reduction on the figures for the last three years, but that of second appeals rose from 189 to 258 days. The explanation is that except

for five weeks there was only one Judge sitting as a single Judge on the Appellate Side. There were 112 miscellaneous appeals before the Court, as compared with 94 : seventy were disposed of, with an average duration of 240 days; as against 48, with an average duration of 143 days in 1919. The decrees of Lower Courts and of the Original Side were confirmed in 74·63 *per cent.*, reversed in 18·58 *per cent.*, modified in 5·61 *per cent.*, and remanded in 1·18 *per cent.* The percentage of confirmation has been rising steadily since 1918. Of the total number of appeals dealt with 18·83 *per cent.*, as against 24·72 *per cent.*, were summarily dismissed. The number of revisions disposed of rose from 179 to 227, the percentage of confirmation declining from 89·94 to 79·29. There were 19 appeals before the Privy Council for disposal, of which four were decided..

The Court of the Judicial Commissioner, Upper Burma.

63. The number of appeals preferred in the Court of the Judicial Commissioner rose from 475 to 791. One hundred and nine of these were from original, and 682 from appellate, decrees. Disposals increased from 417 to 513, and the number pending at the end of the year from 254 to 532. The Additional Judges disposed of 62·57 *per cent.* of these appeals as against 47 *per cent.* in the preceding year : reference has already been made in paragraph 59 above to the temporary additional help granted to the Court towards the close of the year. The average duration of first appeals rose by four days to 187, and that of second appeals by 33 days to 172. The percentage of confirmations rose from 71·7 to 75·05. The number of applications in revision before the Court was 386, as against 332 ; 236 were disposed of, and 150 remained pending, at the close of the year. The percentage of confirmation decreased slightly to 79·66. The Court also disposed of 93 miscellaneous appeals and applications, as against 59.

General.

64. As in the previous year inspections were on the whole adequate in Lower, and inadequate in Upper, Burma. In Lower Burma three advocates of the Chief Court, five first grade pleaders, 14 second grade pleaders and eight third grade pleaders were admitted, and the certificates of 24 first grade, 120 second grade and 389 third grade pleaders renewed their certificates. In Upper Burma the number of advocates' cases dealt with rose by four to 116 : there were two cases of professional misconduct. Court-house accommodation was still inadequate, and Government has invited the judicial authorities to press their claims for better court-house accommodation. Proposals were submitted during the year for the establishment of one High Court for the whole Province.

Registration.

General.

65. An amended scale of registration fees was introduced on January 1st, 1920. New Sub-Registrar's offices were opened at Homalin and Kyunhla ; in the latter office the absence of the necessary seals delayed the commencement of work till after the close of the year. Two non-official Joint Sub-Registrars were appointed at Maungdaw and Kyauktaw in the Akyab District. The work of the Special Sub-Registrars is reported to have been satisfactory.

Deeds Registered.

66. The total number of compulsory registrations rose from 78,378 in 1919 to 91,604 in the year under report, and the aggregate value of the subject matter of these instruments from Rs. 11,42·59 *lakhs* to Rs. 14,53·04 *lakhs*, the highest figure ever recorded. The number of instruments of gift remainded practically stationary, though their value rose by Rs. 10·18 *lakhs*. The general rise of prices has affected the figures, which are also swollen by two large donations in Ma-ubin and the partition *inter vivos* of an important estate in Toungoo. Instruments of sale of the value of Rs. 100 and upwards increased from 36,088 to 42,164, and their value from Rs. 6,87·16 *lakhs* to Rs. 8,65·53 *lakhs*. The figures represent an advance of 16·8 *per cent.* in number and 25·9 *per cent.* in value. All but four districts contributed to the former. The increase in value is most marked in Rangoon and amounts to over Rs. 52 *lakhs*. It is explained partly by the boom in land and property in Rangoon Town, and partly by the heavy influx of documents brought in to evade the expected increase of stamp fees leviable under the Rangoon Development Trust Act. The boom was shared to some extent by the neighbouring district of Insein. An enhancement of the Minbu figures was due to a transfer of oil-bearing property valued at Rs. 3 *lakhs*. Increases in Shwebo, Lower Chindwin, Kyauksè and Mandalay are attributed to extensive purchases of land by the agents of a Mussalman financier of Rangoon. In the last named case an increase in the number of documents was accompanied by a decrease in Rs. 23·5 *lakhs* in value, but the figures for 1919 were abnormally high. The explanation offered in the most districts for the rise is that the high price of paddy produced a special demand for land and increased its value ; the element of speculation was not absent.

Instruments of mortgage rose by 14·6 *per cent.* in number to 43,085, and by 23·6 *per cent.* in value to Rs. 4,37·21 *lakhs*, the highest figure recorded up to date. Five districts in Lower, and four in Upper, Burma report a decrease in the aggregate value. General prosperity and general hardship are credited in various districts with

raising the number of mortgages, and these two causes may be equally true. Prosperity leads to the speculative, and adversity to the compulsory, mortgage.

Optional registrations relating to immoveable property rose from 184 to 225, but their value fell from Rs. 5·18 *lakhs* to Rs. 3·59 *lakhs*. Registrations relating to moveable property increased in number by 9 *per cent.* and in value by 14·5 *per cent.* Instruments of gift and sale have both increased in number, though the latter have declined in value. Obligations for the payment of money increased both in number and value, but the chief contributor to the general increase in value is the Miscellaneous heading "All other Documents," which accounts for a rise of nearly Rs. 10 *lakhs*. The steady growth in the deposit of wills and written authorities of adoption, referred to in last year's Report, was maintained in 1920.

Income and Expenditure.

67. The income of the Registration Department increased from Rs. 2·83 *lakhs* to Rs. 4·37 *lakhs*, or considerably more than double the income for 1918. The increase is partly due to the net increase in registered documents, and partly to the introduction of the enhanced scale of fees mentioned in paragraph 65 above. Expenditure rose by only Rs. 4,345 to Rs. 1,23,101 and represented 28·1 *per cent.* of income as against 41·9 *per cent.* in 1919, and 54·5 *per cent.* in 1918. In three of the more remote districts expenditure slightly exceeded revenue.

Joint Stock Companies.

68. At the beginning of the year 1920-21, 138 companies with an aggregate authorised capital of Rs. 32,79 *lakhs* were working in Burma. During the year 55 new Joint Stock Companies, limited by shares, were registered, with a total authorised capital of Rs. 10,24·15 *lakhs*. The number of new companies registered is far in excess of the number recorded in 1919, and this may be taken as indicative of an expansion in the commercial enterprise of the Province. The aggregate authorised capital is less than half the corresponding figure for 1919-20, but the latter included two large items relating to concerns originally incorporated in the United Kingdom. The capital of the four most important new companies ranged from Rs. 2,50 *lakhs* to Rs. 1,06·5 *lakhs*. Twenty-two companies increased their capital, and two reduced it. Three companies with an aggregate authorised capital of Rs. 18·55 *lakhs* wound up their business during the year. Ten companies established outside British India filed copies of their papers, and the total number of companies registered under this head increased to 146. The number of associations not for profit remained unchanged at 12, and the number of Provident Insurance

Societies at two. Four more societies representing various social and philanthropic objects were registered under Act XXI of 1860, and the total now stands at 52. The fees received amounted to Rs. 22,113 showing an increase of Rs. 12,186 over the revenue for 1919-20, while the cost of establishment sanctioned for the disposal of work in connection with Joint Stock Companies declined by five rupees to Rs. 918. Of the new companies registered three were in connection with banking, 33 with trading in its various forms, nine with milling, two with planting, six with mining, one with land and buildings and one with stocks and shares. Of the total of 190 companies at work 11 dealt with banking and insurance, 92 with trading, 24 with milling, 14 with planting, 37 with mining, 11 with land and buildings, and one with stocks and shares.

Local Boards Administration.

69. There are at present no local boards in Burma, but during the year some progress was made with plans for their institution, as they form an integral part of the proposed scheme of constitutional reform for the province. At present the District Funds in Upper Burma and the District Cess Funds in Lower Burma are administered by the Deputy Commissioners of the districts to which they belong. Some account of their receipts and expenditure is given in Chapter V of this Report.

Municipal Administration.

Rangoon Municipality.

70. A bye-election was announced in February 1921, to fill a vacancy in the Hindu Community of the Rangoon Municipality. The preferring of objections, and a subsequent appeal to the Local Government had the effect of postponing the election till March 17th. Meanwhile objections were forthcoming to three of the four candidates freshly nominated, and once more the Local Government was moved in appeal. The vacancy was not filled till after the close of the year. The ordinary income of the Municipality rose from Rs. 54·86 *lakhs* to Rs. 85·64 *lakhs*, the chief contributor to the increase being an item of Rs. 27 *lakhs* paid by the Port Commissioners as the purchase price of the Strand Market. With the exclusion of this, and a grant of Rs. 2·5 *lakhs* received from the Local Government for the extension of the Hlawga Lake, the normal revenue amounted to Rs. 56·14 *lakhs*, as against Rs. 51·34 *lakhs*, in the preceding year. The increase of Rs. 4·80 *lakhs* was distributed over several heads of revenue, but occurred mainly under the heading of rates and taxes. The incidence of taxation rose from Rs. 12-9-3 to Rs. 13-7-6 per head of population, and the incidence of income from Rs. 19-4-1 to Rs. 30-0-11. If the

two abnormal items mentioned above are omitted from the calculation, the incidence of income falls to Rs. 19-11-3 ; in the case of both years the Census figures of 1911 have been taken as the basis. No new tax was proposed or sanctioned during the year ; 1,083 new properties were assessed to taxation, including five mills and one foundry. The assessment of 3,853 properties, including two factories, three mills and six bazaars, was revised. The number of properties separately assessed to taxation rose by 20 to 16,833. The total monthly assessed value of all buildings and lands within the Municipality, other than Government, Port Trust and Railway properties, increased by Rs. 99,380 to Rs. 13·39 *lakhs*, and the gross demand for Municipal taxes thereon from Rs. 30·55 *lakhs* to Rs. 32·85 *lakhs*. The contribution received from Government on account of Municipal taxes on Government buildings was Rs. 2·44 *lakhs* as against Rs. 2·29 *lakhs*. The amount received from the Port Trust, calculated on the basis of 4 *per cent.* of its ordinary revenue increased from Rs. 1·66 *lakhs* to Rs. 1·76 *lakhs*. The assessed demand for Municipal taxes on Railway property showed a slight increase to Rs. 1·31 *lakhs*. The revenue derived from Municipal rates and taxes increased by over two and a half *lakhs* to Rs. 38·38 *lakhs* due to a revision of assessments in some of the busiest quarters of the town, and to the fact that there were fewer vacant houses, and so less remissions. Under other heads of income there were large increases of Rs. 68,322 in receipts from pawn-shop licenses, Rs. 20,496 in receipts from interest on investments, Rs. 19,116 in receipts from markets and slaughter-houses, and Rs. 11,412 in receipts for water supplied on payment. The ordinary expenditure increased from Rs. 47·90 *lakhs* to Rs. 56·17 *lakhs* : the figures exclude the debt account and expenditure from the sale proceeds of the Strand Market and from grants received from Government for special works. The chief contributor to this large increase was the head " Establishments," which accounts for Rs. 3·43 *lakhs* out of the total. The general rise of prices necessitated a wholesale revision of the pay of Municipal employees, and the new rates came into force on January 1st, 1920. Other considerable increases occurred under the heads " Public Works " (Rs. 2·28 *lakhs*), " Miscellaneous" (Rs. 1·23 *lakhs*), " Payments to Sinking Fund (Rs. 74,100), and " Conservancy " (Rs. 51,800). The chief decrease (Rs. 37,600) occurred under the head " Lighting," and was due to a revised agreement with the Rangoon Electric Tramway & Supply Company, which substitutes a fixed sum paid on each lamp for calculation based on unit consumption. The Municipal balance at the close of the year rose from Rs. 7·99 *lakhs* to Rs. 24·45 *lakhs*.

The fire brigade attended 66 real fires and 16 false alarms ; it was maintained in a state of efficiency throughout the year, and responded promptly to every call. The cost of upkeep increased by some Rs. 7,000

to Rs. 96,219. The total damage caused by fire was even heavier than in the previous year, and was estimated at Rs. 21 *lākhs*, one fire alone destroying property worth Rs. 15·5 *lakhs*. It has been decided, when the Municipality next issues a loan, to make provision for the purchase of a firefloat and a motor turn-table fire escape, which are expected to cost respectively three *lakhs* and one *lakh*. The electric lighting system was extended by 259 lamps, principally in the area round about the Royal Lakes, in Theinbyu and in certain remote streets in the east and west of the town. Two hundred and forty-seven oil lamps were removed, but 21 additional lamps were erected in Dalla, Theinbyu and Kemmendine, making the number in use at the end of the year 595. The substitution of 400 candle-power half-watt incandescent lamps for the previous arc lamps was completed. The electric lighting bill for the year was Rs. 1·80 *lakhs* as compared with Rs. 2·09 *lakhs*. The abolition of the expensive and unsatisfactory carbon filament lamps enabled the Municipality and Rangoon Electric Tramway & Supply Company to come to a revised agreement to their mutual advantage : as has been already stated the basis of calculation is now the lamp, and not the unit of current supplied. The cost of oil lighting was Rs. 25,262, as against Rs. 32,853 : with the inclusion of certain bills presented too late for encashment during the year the amount stands at Rs. 29,376.

There was again no interruption of the main water-supply of the town from the Hlawga reservoir. The pumping engines at Yegu worked well and in May 1920 resumed the use of coal, the supply of which had been cut off during the war. But it is generally agreed that the Hlawga Lake does not hold enough water to supply the needs of the town. It may be admitted that there is much waste but this trouble is not peculiar to Rangoon, and it is extremely difficult to remedy. There is a subsidiary source of supply in the Kokkaing Lake but no definite result has been arrived at as to the possibility of so purifying the water as to render it reasonably safe for domestic purposes. With regard to new sources the Committee has commenced an extension of the reservoir at Hlawga, but what will really be required eventually is another site on the Pegu Yoma foot-hills where a second artificial lake can be constructed. A spot has been selected, and a survey put in hand. Investigations have been made as to the possibility of using the water of the Hlaing River ; the long deferred construction of an extra service reservoir on Kokkaing Hill has advanced as far as the clearing of the site. An experimental tube-well has been sunk in the suburb of Kemmendine. The real difficulty arises in connection with Dalla, where artesian wells are impossible, and to which no extension of Rangoon's piped supply is feasible owing to its being cut off from Rangoon by the Rangoon River. The existing supply is from surface tanks, which are eked out by the expensive

system of shipping water across the river in boats. The only remaining expedient is a supply from outside on the Dalla side on the river, and experiments in this connection are in progress. The debit balance of the water-tax fund increased from Rs. 37·62 *lakhs* to Rs. 38·38 *lakhs*.

The sewerage system worked satisfactorily throughout the year. The pipes for the new sealed sewer main in Merchant Street were received in the rains of 1920, and the work of renewal was begun in November. The debit balance of the scavenging-tax fund rose from Rs. 35·88 *lakhs* to Rs. 44·22 *lakhs*. No addition was made to the number of Municipal bazaars during the year. The Strand Market was sold to the Port Trust for Rs. 27 *lakhs*, but the Committee remained in occupation as tenants. The new market which will take its place is to be constructed in Montgomery Street, and the lay-out and architecture were under consideration at the close of the year. Bazaar receipts increased by Rs. 24,000 to Rs. 3·2 *lakhs*: pork stalls sold well at the Strand and Kemmendine Markets, there were fewer vacant stalls and the offal bazaar added a new source of revenue. The revenue from roadside stalls advanced by Rs. 1,000 to Rs. 1·2 *lakhs*. These stalls may be said to have established themselves in the face of the continued opposition of the Committee, but they fill an undoubted want, and to dislodge them now would be as difficult as it would be unpopular. The policy of the Committee aims therefore at regulation rather than suppression, and has certainly succeeded in mitigating the nuisance caused by these structures. They have never been regarded as primarily a source of revenue, and the Committee would cheerfully forego the fees if the stalls would at the same time disappear.

The revenue derived from slaughter-houses declined from Rs. 1·91 *lakhs* to Rs. 1·83 *lakhs*. There was a considerable increase in the number of goats, sheep and pigs slaughtered, but this was counter-balanced by a large decrease in the tale of calves and cows, possibly due to religious propaganda. The total number of animals slaughtered rose from 149,155 to 161,243. The traffic in goats for the purpose of illicit slaughter and sale from the race-course common has been more or less effectively stopped, and this no doubt accounts for the steady rise in the number of goats slaughtered at the Municipal slaughter-house. The number of animals that passed through the cattle-market decreased from 151,895 to 138,524, but the receipts from the market rose from Rs. 16,656 to Rs. 18,078. Nine thousand six hundred and forty animals were impounded, as against 12,207 in the previous year. Twenty-two cases of glanders, one of surra, 40 of anthrax and 55 of cattle plague were reported. Certain members of the Committee having abandoned the obstructive attitude which they had hitherto adopted with reference to the destruction of crows, steps were taken to combat the nuisance. Various measures were considered, the one

which promises most success being the assiduous and systematic destruction of their nests, and three gangs have been appointed for this work.

A fair beginning was made in the year under report with the work of clearing of accumulated arrears in the matter of road making. A little over five miles of the total length of 116 miles of roadway maintained by the Committee was reconstructed, though for financial reasons no extension of the area under asphalte or granite setts was possible. The work done was confined to the provision of stone soling, where necessary, and to the spreading and consolidation of stone metal, either pitch-grouted or water-bound. The budget allotment of Rs. 2 *lakhs* was exceeded by Rs. 34,365. Some 2½ miles of road were resurfaced at a total cost of Rs. 24,351, the expenditure being met out of the grant for repairs. Seven miles of road were tarred at a cost of Rs. 29,134. A portion of Fraser Street, where the asphalte surface had broken down was relaid, as an experiment, with concrete. About a mile and a half of the footpaths were paved, in pursuance of the regular programme laid down by the Municipality, and Rs. 74,890 were expended. The cost of street watering rose from Rs. 65,807 to Rs. 78,477 : two new water vans were purchased.

It is satisfactory to observe that neither the Rangoon Rent Act nor the higher level of prices has discouraged the construction of new buildings. The number of applications presented during the year for the erection or re-erection of buildings was 1,259 as against 1,124 in the preceding year. There has been a gradual decline in the number of prosecutions which it has been found necessary to institute for infringement of the building bye-laws. Of the new buildings erected 184 were of masonry, 486 of plank, and 310 of mat. The public parks and gardens were kept in good order, and the cutting and trimming of roadside trees was continued.

Excluding the loans aggregating Rs. 60·5 *lakhs* raised by the Municipal Committee on behalf of the Town Lands Reclamation Fund, the indebtedness of the Municipality at the close of the year under report was Rs. 1,25·2 *lakhs* as against Rs. 1,30 *lakhs*. The face value of the securities in the Sinking Fund on March 31st, 1921, was Rs. 46·4 *lakhs* as compared with Rs. 45·11 *lakhs*. No advances were made from Revenue to meet the capital cost of works ; on the other hand recoupments of 5¼ *lakhs* were made to Revenue, thereby reducing the total amount advanced from Revenue to Rs. 19·02 *lakhs*. No new loan was raised. It was mentioned in last year's report that pending the decision of Government on a proposal to float a premium bond loan, the sanction of Government was obtained to an overdraft of Rs. 10 *lakhs* from the Bank of Bengal to start certain urgent works, which must ultimately be financed from loans. The receipt of the purchase-price of the Strand Market, however, rendered the taking of

this overdraft unnecessary. Orders refusing sanction to the issue of a premium bond loan were received after the close of the year. The new Rangoon Development Trust took over all assets and liabilities of the old Town Lands Reclamation Fund, which it has superseded : existing arrangements between the latter and the Municipality were continued. The Provident and Fire Insurance Funds were in a sound financial condition and on the day when their accounts were closed held, respectively, Rs. 7·91 *lakhs* and Rs. 7·02 *lakhs* in Municipal, Port Trust and Government paper.

The passing of the City of Rangoon Municipal Bill was delayed by the somewhat belated discovery of a majority of the Committee that they were opposed to two of the fundamental principles of the measure. The dissentients had behind them a good deal of public support, and the Bill has been recast throughout in order to meet the demand for the elimination of the Bombay system of municipal administration. A few unimportant amendments were made in existing bye-laws, and the sanction of Government was sought to the revision of the bye-laws for licensing pawn-brokers. The number of taxi-meter cabs increased by 91. The bye-laws framed for the regulation of these vehicles were under consideration during the year, the main question being whether their licensing and supervision should be undertaken by the Commissioner of Police or by the Municipality. The receipts from license fees fell from Rs. 6,867 to Rs. 5,720. Bullock-cart licenses increased from 1,958 to 2,151 and hand-cart licenses from 1,646 to 1,729. The license fees from these sources rose from Rs. 63,391 to Rs. 67,374.

The population of Rangoon according to the Census of 1911 was 293,316, and in mid-year 1920 was estimated to be 331,389. The provisional figure for the Census of 1921 is 339,527. The number of births registered increased from 6,103 to 6,319 and the birth-rate per thousand of the estimated population from 18·71 to 19·13. The number of deaths declined from 15,554 to 12,140, and the death-rate on the estimated population from 47·68 to 36·75 *per mille.* It will be remembered that the census population of 1921 exceeded the estimated population on which these figures were based and the death-rate was, therefore, in reality, lower than these figures suggest. But even when allowance is made for this, the rate is abnormally high, and the cause must be sought in the continued prevalence of influenza. The number of infants who died before completing their first year of life was 1,918 as against 2,165, and the infantile death-rate 303·53 as against 354·74. Once more the rate was highest among the Hindus and lowest among Europeans and Anglo-Indians. The number of deaths from plague rose from 782 to 1,127, and the mortality rate from 92·98 to 93·14 *per cent.* of the number of cases. The age-period most affected was between

20 and 30, and the Hindus suffered most. The incidence of cholera was less severe, and only 74 cases were reported as against 278 in 1919. Cases of small-pox declined from 1,590 to 467, and the number of deaths from 656 to 120. The epidemic was confined to the first six months of the year, and attained its height in March. Influenza, though less destructive to life than in the previous year, was still epidemic in character for the greater part of 1920, and accounted for 813 deaths. Deaths from enteric fever increased from 15 to 31 ; the disease has now become compulsorily notifiable ; it is obviously of the first importance that the Health Department should have early warning of the presence of this scourge. Diarrhoea and dysentery caused 990 deaths, as against 1,271 and the mortality from tuberculosis remained stationary at 920. There was little change in the number of deaths from beri-beri. Plans and estimates were submitted to the Local Government for a new contagious diseases and plague hospital ; the control of the existing institutions was taken over by the Municipality in October 1920. A beginning was made with the installation of public urinals and latrines. The number of vaccinations performed decreased from 48,219 to 34,603 ; of these 22,322 were primary vaccinations and 12,281 were revaccinations : the percentage of success attained in either class was 99·58 and 49·35 respectively.

Minor Municipalities.

71. The number of municipalities rose from 46 to 47, owing to the conversion of the notified area of Thôngwa into a municipality with effect from April 1st, 1920. The boundaries of Tavoy were extended, and those of Pyinmana revised, during the year.

The committee at Thôngwa is elected, and non-official : the number of non-official members of all municipalities rose from 397 to 410, while that of official members declined from 192 to 187. Eight municipalities possessed a non-official president, and twenty-five a non-official vice-president. No general elections were held in the year in any municipality, as the term of all committees was extended beyond the normal period of two years in view of the impending reforms in their constitution. Of 1,024 meetings held 14 proved abortive for want of a quorum.

The total income of the municipalities other than Rangoon increased from Rs. 47·76 *lakhs* to Rs. 53·26 *lakhs* exclusive of opening balances and debt accounts. There was a rise of nearly one *lakh* of rupees in the income derived from municipal rates and taxes, and of over two *lakhs* in that derived from municipal property and powers apart from taxation ; keen competition for pawn-shop licenses was a factor contributing to the latter increase. A large increase under the head of rents is accounted for by a sum of one and a quarter *lakhs* shown by Mandalay under this head on account of certain buildings

hitherto grouped under the head "Markets and Slaughter-houses." It should be added, however, that in spite of this transfer the revenue under the latter head shows an increase of Rs. 26,000. "Grants and Contributions" rose from Rs. 3·17 *lakhs* to Rs. 5·38 *lakhs*, of which Rs. 4·11 *lakhs* represents grants from Government, as against Rs. 2·13 *lakhs* in the previous year. Mergui received Rs. 1·33 *lakhs* from Provincial Funds in connection with the reclamation of the foreshore. Government loans amounted to Rs. 6·14, Mandalay taking Rs. 4 *lakhs* for its water-supply scheme and Mergui nearly two *lakhs* for the project referred to above. Arrears of taxation increased from Rs. 30,618 at the beginning of the year to Rs. 65,351 at the end, Toungoo recording the considerable figure of Rs. 16,569 or one-quarter of the whole amount outstanding. The matter is one to which the reformed committees will evidently have to pay close attention.

The average incidence of taxation fell by one pie to Rs. 2-13-7; that of income rose from Rs. 6-12-3 to Rs. 7-3-0. Ordinary expenditure increased from Rs. 50·32 *lakhs* to Rs. 53·42 *lakhs*, a figure slightly in excess of the ordinary income. The grant of temporary allowances to meet the high cost of living in several municipalities helped to raise "General administration and collection charges" from Rs. 4·24 *lakhs* to Rs. 4·66 *lakhs*. Expenditure on Public Safety increased from Rs. 3·43 *lakhs* to Rs. 3·93 *lakhs*. A large number of municipalities enjoyed complete immunity from fire, the most important exceptions being Myingyan and Bassein, where damage was sustained to the amount of Rs. 4 *lakhs* and Rs. 1·69 *lakhs* respectively. The Moulmein and Mandalay fire-brigades attended 12 and 34 fires in each case. Electric lighting was installed in the masonry area of Mandalay, and electric lighting schemes were under consideration in Insein, Moulmein and Myingyan.

Capital outlay on water-supply was incurred by Pegu, Yamèthin, Bassein, and several other municipalities, and a company has erected a factory at Mandalay for making distribution pipes. Recurring charges in this connection rose from Rs. 1·27 *lakhs* to Rs. 2·17 *lakhs*. Small amounts were spent by way of capital expenditure on drainage works by Paungdè and Mandalay, while drainage schemes were under consideration at Syriam, Insein, Pyapôn and Kyaiklat. During the year an allotment of Rs. 10,000 from Provincial Funds was placed at the disposal of the Director of Public Health for expenditure on experimental septic tank latrines. Recurring expenditure under the head of Sanitation advanced by 82 *per cent.* to Rs. 36,928.

Expenditure on hospitals and dispensaries increased from Rs. 7·44 *lakhs* to Rs. 9·75 *lakhs*. During the year Government took over the responsibility for the maintenance and extension of the Akyab Hospital building. A new out-door dispensary was completed at Kyaiklat, and a new out-patients' block constructed at Shwebo.

Expenditure on education advanced from Rs. 3·05 *lakhs* to Rs. 3·43 *lakhs*. Municipalities in both portions of the Province contributed to the increase, which was particularly marked in the Tenasserim and Irrawaddy Divisions.

The results of the usual audit and inspection of Local Fund Accounts by the Local Audit Department during the year are reported to have been on the whole satisfactory, but the complaint is made that some of the staffs employed are inefficient, and ignorant of the rules and bye-laws applying to their own funds. Unimportant embezzlements of municipal money occurred at Myingyan and Thônzè.

The number of notified areas was the same as in the previous year, 21, Thôngwa having been raised in status, and Ye-u declared a notified area. There were no alterations of boundaries. The total ordinary income of these areas rose from Rs. 8·44 *lakhs* to Rs. 9·37 *lakhs*. There was an increase from Rs. 2·92 *lakhs* to Rs. 3·17 *lakhs* in the income derived for taxation, and the average incidence of the latter rose slightly from Rs. 2-9-4 to Rs. 2-10-6, the incidence of income increasing from Rs. 7-7-9 to Rs. 7-13-7. Income from sources other than taxation was Rs. 6·19 *lakhs* as against Rs. 5·52 *lakhs*. The total ordinary expenditure increased from Rs. 7·54 *lakhs* to Rs. 8·8 *lakhs*, Maymyo being responsible for Rs. 70,000 of the total rise. No large schemes entailing heavy expenditure were undertaken during the year, though water schemes are under consideration in a few notified areas. A minor case of embezzlement occurred at Yenangyaung.

There was a further, and marked, decline in the death-rate in the year under report. Thirty-seven municipalities reported a decrease, while nine reported an increase, one municipality in Lower Burma remaining silent on the point. There was generally a considerable reduction in the incidence of epidemic disease. Henzada and Prome in Lower Burma suffered the most from plague, which accounted for 214 and 117 deaths, respectively. In Mandalay only 122 deaths were due to plague, as against 1,432 deaths in the preceding year. Shwebo, Paungdè, Bassein and Ma-ubin also suffered from plague. Cholera visited nine municipalities in Lower Burma and three in Upper Burma, and accounted for 46 deaths in Bassein, 41 in Zigôn and 33 in Kyaiklat. Small-pox caused 192 deaths in Bassein, which appears to have been singularly unfortunate in the matter of health ; outbreaks of this disease occurred also in Thayetmyo, Allanmyo and Toungoo. A decrease of infantile mortality is reported from Zigôn, Moulmein, Kyauksè and Mandalay. Only seven cases of beri-beri occurred in Akyab as against 26 in the previous year. Among notified areas Shwedaung, Minhla, Maymyo and Meiktila suffered from plague, the respective mortality amounting to 79, 32, 30 and 29. Cholera accounted for 32 deaths at Kyônpyaw, while eight deaths in Maymyo and seven in Kawkareik were due to small-pox.

Military.

Strength of the Garrison.

72. The total strength of troops forming the garrison of Burma on March 31st, 1921, was 7,538, of whom 2,054 were Europeans. In addition there were 2,660 adult members, of whom 1,268 were reservists, belonging to the Indian Auxiliary Force. The capitation grant earned in the year ending on March 31st, 1921, was Rs. 67,200 and the training grant Rs. 18,000.

Marine.

Light-houses and Light-ships.

73. The R.I.M.S. "Mayo" was the station vessel up to the date on which she foundered, when the R.I.M.S. "Dalhousie" was temporarily requisitioned from Port Blair to carry out the duties of the "Mayo" until she was relieved by the R.I.M.S. "Clive" which arrived in Rangoon on 20th August 1920 as the station vessel. The light vessels "Danidaw," "Kalagauk" and "Kemmendine" stationed at the Baragua Flats, the "Krishna Shoal" and the "Spit," respectively, were towed in turn into Rangoon for their annual overhaul and repairs, the relief light vessel "Martaban" taking their places during their absence in Rangoon. The R.I.M.S. "Clive" is an oil burning vessel and the kind of oil required not being easily procurable in Rangoon, she was obliged to make two trips to Calcutta for the purpose of bunkering oil fuel. Negotiations with the Burma Oil Company, however, resulted in an arrangement whereby the R.I.M.S. "Clive" was to be supplied with the required quantity of oil at Rangoon, the same quantity being replaced in the Company's vessels at Calcutta.

The "Clive" was fully employed during the year under report in conveying provisions, stores, reliefs, etc., to the various light-houses and light vessels besides conveying Public Works Department workmen, materials and so forth. In addition she was employed in towing launches from the outposts and back for their annual overhaul and repairs, and in conveying passengers and stores to Table Island and Akyab. She also conveyed a Siamese Royal Party from Rangoon to Siam and the Director of the Royal Indian Marine who was on a tour of inspection visiting the lights and the ports of Akyab, Port Blair and Rangoon. There were no deaths at any of the light-houses, and the health of the light-keepers and of the crews of the light-ships was good throughout the year except at Double Island where malaria broke out in epidemic form and lasted about eight months. The Director of Public Health paid a short visit to the island but owing to lack of time, was unable to investigate exhaustively the cause of the outbreak. An Assistant Surgeon who was next deputed to carry on the investigation, discovered numerous

larvæ in a small pool of water which was not being used. As precautionary measures, trees round the light-house were cut down, empty iron tanks turned upside down and holes bored at the bottom of concrete tanks to drain them and keep them dry.

The total expenditure on light-houses and light-ships rose from Rs. 3·24 *lakhs* to Rs. 3·38 *lakhs*; the expenditure on establishment rose from Rs. 59,717 to Rs. 69,839, that on provisions from Rs. 38,554 to Rs. 82,414, that on stores and contingencies from Rs. 40,449 to Rs. 83,062 and that on house and other allowances from Rs. 6,266 to Rs. 11,608. The expenditure on oil and blue light composition fell from Rs. 24,876 and Rs. 8,622 to Rs. 8,402 and Rs. 6,529 respectively; that on repairs to light-houses by the Public Works Department fell by Rs. 53,069 to Rs. 39,732. The receipts from coast-light dues rose from Rs. 4·88 *lakhs* to Rs. 5·68 *lakhs* during the year of report. These amounts are exclusive of the annual contribution of Rs. 4,200 paid by the Port Commissioners, Rangoon, towards the Spit light-vessel. The annual *pro forma* account of the Burma coast-light dues showed a loss of Rs. 16,209 on the year's working as compared with a loss of Rs. 41,603 in the year 1919-20.

Port Administration, Rangoon.

74. The revenue account of the Port Commissioners closed with a surplus of Rs. 49,690, as compared with Rs. 4·59 *lakhs* at the end of the previous year. Receipts increased from Rs. 52·3 *lakhs* to Rs. 54·62 *lakhs*, but expenditure rose at a disproportionate rate from Rs. 47·7 *lakhs* to Rs. 54·12 *lakhs*. For the past three years the gross receipts have exceeded the income of 1913-14, the last complete year before the war, but whereas in that year the revenue account showed a surplus of nearly 15 *lakhs* of rupees, in the year under report the balance failed to reach the dimensions of half a *lakh*. The great increase in expenditure was, of course, inevitable: administration alone was 63 *per cent.* more expensive than in the year before the war. But it is clear that a great deal of leeway remains to be made up before the Port once more attains to its old-time level of prosperity. No new works of magnitude were started during the year, and no loans were issued, though an overdraft of Rs. 35 *lakhs* with the Imperial Bank was sanctioned by the Government of India. A sum of Rs. 7·66 *lakhs* was spent on land acquisitions at Danidaw and Seikkyi, but the most important capital transactions of the year was the acquisition from the Rangoon Municipality of the Strand Market for the sum of Rs. 27 *lakhs*. The total loan indebtedness remained at the figure of Rs. 2,98·62 *lakhs*, but the value of the balance of the various sinking funds, including securities, increased from Rs. 74·3 *lakhs* to Rs. 83·51 *lakhs*. During the year Rs. 75,000 was added to the fire and marine insurance fund, and Rs. 1·25 *lakhs* to the depreciation and replacement fund. The

total amount at the credit of the various reserve funds now stands at Rs. 48·31 *lakhs*, as against Rs. 47·8 *lakhs*.

The Customs returns showed that 87·39 *per cent.* of the foreign and coasting trade of the Province passed through Rangoon. Of the imports 53·7 *per cent.* were landed on the premises of the Port Commissioners and 18·6 *per cent.* of the exports were shipped therefrom. With the exception of the percentage of imports handled by the Port Commissioners, which has fallen by six, the remaining figures exhibit little variation from the normal of recent years. The inland (river borne) trade which passed over the premises of the Commissioners decreased from 823,821 tons to 765,147. Their revenue of the traffic department rose from Rs. 27·51 *lakhs* to Rs. 29·14 *lakhs*, and that of the port department from Rs. 9·12 *lakhs* to Rs. 9·6 *lakhs*. Revenue from river dues increased from Rs. 14·64 *lakhs* to Rs. 15·21 *lakhs*. The figure is still appreciably lower than that recorded for 1918-19, Rs. 15·34 *lakhs*, while it falls short by nearly Rs. 2 *lakhs* of the 1913-14 figure, Rs. 17·09 *lakhs*. The river due, being levied on all cargo discharged from or shipped into any sea-going vessel in the port, affords valuable indication of the state of trade. The number of berths available for sea-going vessels was increased by one to eleven : the number of cases in which it was impossible to berth a ship immediately on arrival increased from one to five, and the maximum time of waiting from 3 to 25 hours. The number of passengers, excluding troops, to or from ports outside Burma, who passed over the wharves and pontoons of the Commissioners, increased from 472,099 to 534,049. There has been a steady increase in the passenger traffic, the figure having increased by 26 *per cent.* between 1917 and 1920. At the close of the year the number of warehouses let, or available for letting, was the same as in the previous year, and there was no extension of the floor area. Rents increased from Rs. 2·65 *lakhs* to Rs. 4·27 *lakhs*. Revenue from the "duty paid" and "bonded" warehouses, and the explosive magazine rose from Rs. 93,542 to Rs. 1,12,779. Traffic over the Commissioners' sidings made some recovery, and the tonnage concerned advanced from 324,912 to 340,487, due to increased activity at the Sule Pagoda Wharf sidings.

The chief administrative event of the year was the separation of the functions of Chairman and Chief Engineer. Separate appointments were made of Executive Engineers to the departments responsible for new works, maintenance and minor new works and estate surveys. The usual maintenance and repairs were carried out, and the opportunity was taken to bring up to a proper level of efficiency many works which for financial reasons had been somewhat neglected during the preceding five years. Further action was taken with regard to the projects mentioned in last year's Report in connection with river training in the neighbourhood of the Hastings

Shoal. The Consulting Engineer's detailed report was received in October 1920, and at the close of the year Sir George Buchanan himself visited Rangoon and explained the scheme in person to the Commissioners at a special meeting. The plan included the construction of a river wall at King's Bank, the dredging of a channel across the Hastings Shoal, and the erection of river walls at the mouth of the Pazundaung Creek. The first item was to cost about Rs. 85 *lakhs*, and would take from five to seven years to complete : the others were contingent on the future development of the port. The Commissioners have not proceeded further with the scheme because it now appears that simpler remedies are practicable. The purchase of the Strand Market site will enable the Sule Pagoda and Latter Street wharves to be joined up : the market had for many years been an obstacle to port development.

The scheme for the provision of a dry dock has been incorporated with a larger scheme for the general development of the port. The upper river training wall continued to act satisfactorily.

The number of steamers, excluding Government vessels, which arrived in the port rose from 1,054 to 1,303 : departures numbered 1,290, as against 1,072. The number of sailing vessels entering and clearing fell respectively from 501 to 398 and from 501 to 408. The number of cargo-boats registered increased from 943 to 971, but the number of passenger sampans registered declined further from 5,576 to 5,387. License fees amounted to Rs. 1,22,641.

Rangoon Pilot Service.

75. The receipts of the Rangoon Pilot Fund during the year of report increased from Rs. 4,41,834 to Rs. 5,62,114, and the expenditure from Rs. 4,53,475 to Rs. 4,67,390, yielding a surplus of Rs. 94,724 on the year's working. The actual closing balance after meeting an existing total cash deficit of Rs. 40,282, and taking into account payment of arrears of pilotage fees and leave allowances paid to pilots, was Rs. 47,904. The year was a prosperous one for the pilots. As a result of the agitation of 1919, Government revised their scale of pay and introduced a new scale of night fees, each fee being 30 *per cent.* of the pilotage charge, subject to a maximum of Rs. 20. The average earnings per month of the pilots, from both these sources for the year 1920-21, ranged from Rs. 1,080 in the lowest to Rs. 2,177 in the highest grade.

No contribution was made to the Pilot Vessels Depreciation Fund during the year. The balance at the credit of this fund showed an increase of only Rs. 8,595 representing interest on investments over the previous year's figure. Of late years the failure of the Pilot Fund to contribute has been due to its practical insolvency ; in the immediate future it will be necessary to stabilise the fund and to insure that

after all working expenses have been met there is a sufficiency to build up a substantial reserve. The gross pilotage fees rose from Rs. 4·42 *lakhs* in the year 1919-20 to Rs. 5·62 *lakhs* in the year under report, and payments to pilots from Rs. 2·97 *lakhs* to Rs. 3·50 *lakhs*. During the year consideration was given to the question of providing a steam pilot vessel for the port of Rangoon and in November 1920, the admiralty sloop "Sunflower" was purchased in London for £17,500 plus 2½ *per cent.* brokerage. The vessel, re-named "Lanbya," arrived in Rangoon after the close of the year.

Minor Ports.

76. Besides Rangoon, there are six ports in the Province—Moulmein, Bassein, Akyab, Tavoy, Mergui and Kyaukpyu, in which Port Funds are maintained. The total receipts and expenditure of these Funds were Rs. 6·18 *lakhs* and Rs. 5·04 *lakhs* as compared with Rs. 4·88 *lakhs* and Rs. 4·47 *lakhs*, respectively, in the previous year. The increase in receipts was shared by all the Funds, while the increase in expenditure was confined to Akyab, Tavoy and Kyaukpyu. In Akyab and Tavoy, where expenditure actually exceeded receipts, the closing balances of the funds fell by Rs. 6,091 and Rs. 483 respectively as compared with the previous year. The Moulmein and Tavoy Port Funds continued to be indebted to Government, the former to the extent of Rs. 31,691, and the latter, of Rs. 36,077.

Besides Rangoon, there are Pilot Funds at Akyab, Bassein and Moulmein. These Funds derive their income chiefly from pilotage fees, and their expenditure consists mainly of the cost of maintenance of pilot vessels and payments to pilots. The aggregate receipts of these Funds exceeded those of the previous year by some Rs. 29,000, the figures being Rs. 1·81 *lakhs* and Rs. 1·52 *lakhs*, respectively. There was a corresponding increase of Rs. 29,000 in the expenditure, from Rs. 1·33 *lakhs* to Rs. 1·62 *lakhs*. The closing balances of all the Funds showed increases over those of the previous year.

Commercial Marine: Shipping.

77. The statistics given in this paragraph take into account repeated voyages, and coasting trade means trade with Indian ports, whether British or not. The number of vessels entering ports in Burma fell from 7,503 in the previous year to 5,512 in the year of report, but their aggregate tonnage increased from 3,113,733 tons to 3,686,514 tons. There was a corresponding fall in the number of vessels clearing from ports in Burma, from 7,028 to 4,787, with an increase in the tonnage from 3,150,208 tons to 3,624,400 tons. The increase in tonnage is due to the larger vessels having returned to trade after their release from war work, the decrease in the numbers to fewer sailing vessels having visited all ports.

The total number of vessels engaged in foreign trade, which entered the ports of Burma was 567 with an aggregate tonnage of 1,127,997 tons as against 583 vessels with an aggregate tonnage of 855,272 tons in the previous year. The total clearances rose from 585 to 612 and the tonnage concerned from 743,390 to 1,069,064 tons. Of the vessels entering, sailing ships numbered 125 of 19,203 tons as against 229 of 25,722 tons last year ; of the vessels clearing, sailing ships totalled 200 of 30,829 tons as compared with 268 of 30,561 tons in the year 1919-20. The number of vessels which entered Rangoon from foreign ports rose from 349 to 391 and their tonnage from 739,482 to 1,002,837 ; the number which cleared rose from 324 to 342 and their tonnage from 667,989 to 910,284. Of the vessels entering sailing vessels numbered 23 of 4,840 tons and of the vessels clearing 20 of 3,821 tons. Corresponding figures for the previous year were 56 of 9,556 tons and 47 of 6,755 tons, respectively.

The number of vessels engaged in the coasting trade, which entered the ports of the Province showed a marked decline from 6,920 to 4,945 but their tonnage increased slightly from 2,258,461 to 2,558,517. There was a corresponding decrease in the number which cleared, from 6,443 to 4,175, and a similar increase in tonnage, from 2,406,818 to 2,555,336. The decline in both cases was confined to sailing vessels, which in the former case fell from 5,527 of 199,585 tons to 3,190 of 127,778 tons, and in the latter from 5,001 of 188,470 tons to 2,416 of 106,928 tons. Of the vessels engaged in the coasting trade 935 steamers with an aggregate tonnage of 1,790,543 tons entered Rangoon, as against 777 steamers aggregating 1,570,044 tons in the previous year, and 962 steamers of 1,840,606 tons cleared as against 810 of 1,691,082 tons in 1919-20. The number of sailing ships which entered the Port declined from 441 to 372, and their tonnage from 34,896 to 25,775 the number of those that cleared fell from 447 to 398 and their tonnage from 38,315 to 30,354.

The number of British vessels, excluding native craft, which entered the ports of Burma from foreign countries, rose from 345 in 1919-20 to 440 in the year of report ; native craft declined sharply from 137 to 11. The number of foreign vessels increased from 101 to 116. No French vessels visited the Province during the year of report, as against 7 in the previous year. Vessels under the Japanese, American and Norwegian flags increased from 49, 7 and 3 to 58, 30 and 9 respectively.

In the coasting trade, the number of entering vessels which flew British colours increased from 1,190 to 1,523 and the number under foreign colours from 62 to 77. Native craft declined in numbers from 4,310 to 2,313.

In the foreign trade of Rangoon 297 vessels entered under British colours as against 287 (including 9 native craft) and 94 under

foreign colours as against 62 in the preceding year. The latter comprised 51 Japanese as against 41, 29 American as against 7, 7 Norwegian and 4 Dutch as against 2 each, 1 Swedish as against 1, and 1 each Italian and Danish as against *nil*. There were no French, Greek or Belgian vessels as against 7 and 1 each, respectively, in 1919-20. Of the total clearances 263 vessels flew British colours and 77 foreign colours as compared with 245 and 66 in the previous year. Those with foreign colours comprised 34 Japanese as against 43 ; 18 American as against 4 ; 13 Norwegian and 3 Swedish as against 1 each ; 4 Dutch as against 4 ; 1 each Chinese, French and Greek as compared with 2, 8 and 2 ; 1 each Danish and German as against *nil* and no Belgian as against 1 in 1919-20. In addition 1 native craft (Burmese boat) and 1 foreign craft (Chinese junk) cleared as compared with 5 and 8 in the preceding year.

In the coasting trade of Rangoon 1,232 British vessels (including 334 native craft) entered as against 1,135 (including 382 native craft) and 75 foreign vessels as compared with 83 ; these latter included 34 Japanese, 20 American, 8 Norwegian, 6 Dutch, 3 Swedish and 1 each Chinese, French, German and Greek. Clearances showed 1,287 British vessels (including 352 native craft) as against 1,178 (including 353 native craft) and 73 foreign vessels as compared with 79 in the year preceding. The foreign vessels consisted of 34 Japanese, 29 American, 7 Dutch, 2 Swedish and 1 Norwegian.

Of the total number of entries at Rangoon in the foreign trade, 108 steamers and 17 sailing vessels came in ballast as against 92 and 1, while 15 steamers and 2 sailing vessels cleared in ballast as compared with 2 and *nil* in the past year. In the coasting trade 100 steamers and 11 sailing vessels entered in ballast as against 147 and 14 ; clearances in ballast showed 82 steamers and 289 sailing vessels as compared with 35 and 246 in 1919-20.

Commercial Marine : Wrecks and Casualties.

78. During the year there were 19 casualties to shipping within the port of Rangoon, seven where pilots were in charge, 11 with harbourmasters in charge, and one to a vessel in charge of her own master. In all but two cases, the accidents were of a trivial nature and called for no action by Government or the Port Commissioners. In the two more serious cases special courts of enquiry were held, but in neither was the pilot found to be guilty of misconduct, incompetence or negligence.

Two sailing vessels foundered through leakage, one off Kaboosa Island and the other in Mergui Harbour. A sailing vessel bound from Madras to Rangoon became a wreck on the Alguada Reef, while a steam-launch sank in the Pyamalaw River in suspicious circumstances. She was heavily insured, and her crew of four have not been

traceable since the occurrence. The case was under investigation at the close of the year under report. A serious accident occurred in the Port of Akyab where a British India Steam Navigation Company's steamer collided with the main wharf causing it considerable damage ; action was taken against the pilot concerned, who was warned to be more careful in future. Steam-launches were involved in four collisions in the course of one of which a paddy-boat was sunk. A Government motor-launch was severely damaged by fire.

Government Steamers and Launches.

79. The year opened with 171 Government vessels in Upper and Lower Burma. Seven motor-launches and a dredger were added to the fleet during the year and two dredgers and a terminal pontoon arrived from Mesopotamia. There were thus 181 vessels of all descriptions at the close of the year comprising 88 steam-launches, 37 motor-launches, 14 house-boats, 13 flats, 7 barges, 6 dredgers, 4 light-ships, 3 cargo-boats, 2 steam barges, 2 buoy vessels, a water-boat, a mooring-boat, a pony-boat, a rock-smasher and a hulk ; in addition a steam-launch was hired by Government during the year. The motor-launch "Sandoway" caught fire and sank in the China Bakir River, but was refloated and repaired. The total earnings of the Local Government vessels rose from Rs. 6·96 *lakhs* to Rs. 7·40 *lakhs* during the year of report. The earnings of the Royal Indian Marine vessels "Bhamo" and "Sladen" increased from Rs. 1·13 *lakhs* in 1919-20 to Rs. 1·45 *lakhs* in 1920-21. The Police, Telegraph, Customs, P.W.D., Forests and other boats in the various districts were in good condition and continued to be fully employed. The felling arrangements carried out by the Forest Department continued to give satisfaction. The value of stores received in the Marine Store Godowns at Mandalay, Bassein and Rangoon increased by nearly 50 *per cent.* to Rs. 2·59 *lakhs*, a decrease of Rs. 23,000 at Rangoon being more than counterbalanced by an increase of Rs. 1·04 *lakhs* at Mandalay. The value of stores issued showed a corresponding increase and amounted to Rs. 8·14 *lakhs*. The Government saw-mill at Mandalay did not work during the year 1920-21.

In October 1920, the crews of the Irrawaddy Flotilla Company's Steamers declared a strike, and arrangements were immediately made by the Principal Port Officer to convey the river-borne mails by Government steamers. The strike was of short duration. Another strike broke out among the lower ratings of the Upper Burma Division of the Government flotilla in February 1921, and lasted till April of that year. Work was resumed after Government had considered favourably the question of increasing the pay of all ratings in Upper and Lower Burma.

Marine Works and Surveys.

80. Four new charts of the Rangoon harbour were completed during the year, and detailed plotted surveys of the more important channels were made weekly, according to custom. The dredger "Cormorant" removed 756,000 tons of silt and sand from the Monkey Point channel, Danidaw reach and the Western approach. At the close of the year the depth of water was 14 feet reduced on the principal tracks of the first named. Six of the original sets of fixed moorings were replaced during the year, and the position of some of them was altered. All the river marks and lights were maintained in an efficient condition and no change in their position was necessary. The Nauklè Wharf at Mergui was strengthened by the addition of a heavier type of bracing at a cost of Rs. 5,800. Additional beacons were erected in the Mergui Archipleago.

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CHAPTER IV.

PRODUCTION AND DISTRIBUTION.

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Agriculture.

Occupied and Cultivated Areas.

81. The occupied area of the Province increased during the year from 18,874,058 to 19,015,808 acres, an advance of about '75 *per cent.* The cultivated area declined from 14,861,460 to 14,824,538 acres, while the matured area rose from 13,287,018 to 13,518,419 acres, and the fallow area from 4,012,598 to 4,191,270 acres.

The area occupied increased in all the principal Lower Burma districts except Kyaukpyu; a decrease of some 5,000 acres in this district was due to the abandonment of lands reclaimed from the sea but afterwards found to be unworkable at a profit. Once more a

large increase is reported from Tharrawaddy, and was due to the absence of floods and the extension of cultivation in the lowlying land near the streams that are being trained by the Forest Department. There was a satisfactory decrease in the non-matured areas of the last-named district and of Prome : both had suffered from an abnormal monsoon in the preceding year.

In Upper Burma the season was a poor one. In the principal districts less land was sown, a greater area left fallow and in only three out of thirteen did a larger area mature than in 1919-20. The rainfall commenced and ended badly, and in the majority of districts seasonable ploughing could not be undertaken : the middle rains were better, and the crops were sown, but they failed to mature. Large decreases in the occupied area in Magwe and Yamèthin were due to the exclusion of temporary shifting dry cultivation from the returns, the land being classified as abandoned. The twice-cropped area decreased by 15,703 acres, the largest individual decline being shown by Sagaing and the Lower Chindwin.

The crop most widely cultivated was, as usual, rice, which occupied 10½ million acres, or 67 *per cent.* of the gross area cultivated. Next follows sessamum, with over one million acres, millet with over half a million, and white beans about that figure. Cotton occupied nearly half a million acres, and groundnut just over a quarter of a million. The area under rice declined by over 140,000 acres, owing to the unfavourable rainfall in Upper Burma : the increase in the area sown with millet is its natural corollary. The cultivation of beans extended, as did that of sugar, to a much smaller extent. Cotton, tobacco and chillies received a set-back : the last two crops were affected, among other things, by the deficient rising of the rivers.

Area Irrigated.

82. The area irrigated from all sources decreased from 1,249,158 acres to 1,173,719. The area irrigated from Government canals decreased by nearly 8,000 acres, and that irrigated from Government tanks by nearly 19,000. The Minbu Canals served 8,741 more acres, and an advance in the irrigated area of Myitkyina was due in part to the activities of Co-operative Credit Societies. Yamèthin, Shwebo and Meiktila record considerable decreases in the area under irrigation, but in these districts the sources of supply are for the most part tanks and minor water-courses, which depend entirely on local rainfall.

The Agricultural Department.

83. One Deputy Director resigned his post on January 1st, 1921, and only two new Deputy Directors were recruited during the year by the Secretary of State instead of the four expected. Neither a Professor of Agriculture nor a Professor of Mycology has yet been

recruited. Sanction was accorded to the entertainment of a suitable subordinate staff to assist various officers. One Agricultural Assistant took the degree of Bachelor of Agriculture at the Poona Agricultural College, and on his return to Burma was posted as Superintendent to the Tatkôn Farm. The Coimbatore Agricultural College was unable to accept students for the Lower Subordinate Service training, but thirteen students were elected by a Selection Board for stipends, and were sent to Poona Agricultural College to take the three years' course. One stipend was granted to a member of a co-operative society to enable him to undergo training at the Mahlaing Farm; sanction was given to a proposal to award stipends and open a class at Mandalay. Two of the three Anglo-Indian probationers resigned but the place of one was filled up during the year. At Yawnghwe Farm four students from Karenni completed their training and returned to their respective States. Good progress was made with the building of the Agricultural College at Mandalay, and several of the new quarters for the staff were completed. Land has been acquired at Pyinmana for the establishment of the Aided Vernacular Agricultural School promoted by the American Baptist Mission.

The expenditure of the Department rose from Rs. 3·11 *lakhs* to Rs. 3·78 *lakhs*, of which Rs. 14,347 was spent on the education of the students at Poona, Rs. 13,594 on the Amarapura Weaving Institute and Rs. 23,318 on contributions to botanical and other gardens. Receipts declined from Rs. 31,203 to Rs. 20,004. Sericulture up to the cocoon stage has been allotted to the Agricultural Department, and two expert reelers were engaged from Bengal and sent to instruct silk-worm breeders in the Prome District. Two acres at Maymyo were lent by the Forest Department for the breeding of a strain of worms free from disease.

Agricultural Research.

84. No new stations were opened during the year, and until a larger and fully trained staff is in existence the policy will necessarily be one of concentrating the energy of the Department on limited areas. Progress was made with the equipment of the Mahlaing Farm, and plans were prepared for a large extension at Allanmyo with a view to making the farm suitable for a Circle Experimental Farm. At Hmawbi ten acres were acquired for horticultural experiments with citrons, cocoa and vegetables. It was upon the improvement of paddy, as the most important crop of the Province, that the chief attention was paid both at Hmawbi and Mandalay. A short-lived type of Japanese paddy, which is expected to be particularly suitable for the dry-zone tract, was introduced in Meiktila and Myingyan. At Mandalay tests for the residual effects of manures indicated that the residual effects of cattle manure are more enduring than those of any of the

chemical manures. The results of the transplanting and growth experiments at Mandalay have shown that the best crops are those which are grown from seedlings about forty days old planted out early in the season. Watermeasuring experiments suggest the inference that the maximum yield is to be expected from plots which receive a continuous flow of water throughout the season of growth.

The work of classifying the various types of sessamum was begun in previous years ; 185 of these have now been insolated, and 73 of these have been taken over by the Economic Botanist for cultivation at Mahlaing. Low prices caused a fall in the demand for improved strains of wheat ; this crop would appear to be unsuitable for cultivation in the Namyin Valley. Certain exotic wheats, and improved strains of the local varieties yielded very good results at Yawnghwe. The method of double-cropping, in which wheat follows potatoes in the same year, has been demonstrated with success at Taunggyi, and farmers are adopting the practice. The erect type of groundnut is very popular in the various tracts into which it has been introduced, and the Spanish nut from Pakôkku is rapidly spreading in Meiktila. Experiments with this type in Shwebo were disappointing on account of drought. The conditions of the market discouraged the cultivation of the small white bean, which is now being ousted by the large white bean and the red bean. Mahlaing will in future be the centre of selection work on beans. Five distinct strains of white bean have been found to be particularly good, and free from all but a negligible quantity of prussic acid. Chemical research has shown that the average acid content of these types is very considerably below the maximum allowed in beans for importation into Canada. Storage experiments gave the lowest percentage of acid from dry unventilated seed, and the highest from moist unventilated. The cultivation of the lentil is rapidly extending in the Lower Chindwin District, and there is a demand for the seed in Kyauksè, Yamèthin and Allanmyo.

The Mahlaing Farm ginnery deals only with the product of selected fields, planted with special strains of cotton. The growers receive an advance for the unginned cotton delivered by them, are debited with ginning hire at local rates, store the lint in the ginnery warehouse and pay their dues when the cotton is sold. Thirty-three thousand *viss* of cotton from the white-flowered *wagale* variety were ginned, as compared with 16,000 in the previous year ; the percentage of ginning fell from 38·9 to 36·2, possibly on account of the exceptionally dry season. At Tatkôn one selected strain of pure *wagyi* (the late cotton) had the very high ginning percentage of 47·99, a cross between *wagyi* and *wagale* coming second with the figure 45·49. Cambodia cotton attained a percentage of 40 at Allanmyo : this variety, which sells for more than double the price of ordinary cotton in the unginned state, has been eagerly welcomed at Mônywa.

The cultivation of sugarcane is rapidly expanding, and the Department was unable to meet the demand for "sets." Several new varieties supplied by the Sugarcane Expert to the Government of India proved very successful at Hmawbi, and the multiplication of exotic canes was continued at Tatkôn, Singaing and Hopin. There is a prospect of white sugar factories being opened at different centres. A small jaggery factory was completed in January 1921 at Inbintha, near Hopin, and worked for two months. The apathy of the local cultivators rendered the experiment a failure. Little was done towards the improvement of tobacco, which will probably have to await the appointment of an expert tobacco-curer. Jute continued to be worked on a small scale in Lower Burma, but is confined to Indian farmers, and is not likely for the present to become a very popular crop. Guinea-grass and other fodder crops were grown successfully at Hmawbi and Mandalay. Karachi gram from Padu produced crops in many cases where the Burmese variety failed. The large red onion continued to make progress in the Shwebo Canal area.

Cultivation experiments with potatoes at Yawnghwe again showed that the yield of the crop could be greatly enhanced by green manuring and by drill-planting with unburned cattle manure applied in the furrows at the time of planting: the outturn thus obtained was four times the outturn from the local method of planting in mounds after burning the cattle manure. The Dairy Expert from India was unable to visit Burma before proceeding on leave, and the scheme for the dairy farm remained in abeyance.

Seed Distribution and Demonstration.

85. In the Southern Circle 6,450 baskets of selected paddy were distributed to cultivators; rather more than one-third of the amount came from the Hmawbi Farm, and the rest from district farms and the Paungdè Jail. From the Allanmyo Farm 1,312 viss of Cambodia cotton-seed were distributed. In the new Myingyan Circle 16,458 viss of pure *pwinbyu* seed were distributed to cotton-growers in Myingyan and Meiktila from the Mahlaing ginnery, as against 9,000 viss in the preceding year. One thousand one hundred and sixty-four baskets of groundnut were distributed in Myingyan, Meiktila and Pakôkku. In the Northern Circle 2,217 baskets of selected paddy from the Mandalay Farm were distributed in Mandalay, Kyauksè, Shwebo and Sagaing. Large quantities of sugarcane "sets" were distributed by departmental agency to cane-growers in Mandalay, Shwebo and Yamèthin. Reports from all districts in which pure varieties of paddy are grown indicate that these command a premium of from Rs. 5 to Rs. 15 above ordinary prices. Unfortunately small farmers do not yet offer larger premia than the miller and broker, and thus the greater part of the improved paddy, which should at this stage be used for seed, is lost.

Propaganda work was carried out in many districts by the district agriculturalists, and great success has been attained in this way with *pwinbyu* cotton, onions and Cambodia cotton. In two districts proposals have been made for utilising small areas in grazing grounds for the growing of pure seeds. In Meiktila the Deputy Commissioner offered to remit land-tax and to supply seed free of cost to landholders who were prepared to experiment with dry crops on paddy land under the instructions of the Agricultural Department, and four farmers accepted the offer. There has been a good demand for ploughs and sugarcane crushers in spite of the high prices of agricultural machinery. Much requires to be done in the way of experiment with implements, but little progress can be made until the Agricultural Engineer possesses a workshop. One "Fordson" tractor was bought and will be tested at Mahlaing during the current year. The muddy nature of Lower Burma, and the great economic value of cattle in Upper Burma make it doubtful whether the tractor will ever be a blessing to the small farmer. But on large estates where it can be used for the greater part of the year and the manuring difficulty can be circumvented, it will probably prove to be of considerable value. The Department contributed Rs. 1,000 towards the prize-money of a cattle show organised by the Deputy Commissioner at Pyawbwè.

Veterinary Departmental Staff and the Veterinary School.

86. One Superintendent was released from military duty in May 1920, but proceeded on a year's leave three months later. Two European officers were appointed to the Department, one of whom had been specially selected for the post of Superintendent in charge of stock-breeding operations. The number of Deputy Superintendents was increased to five. The Subordinate Staff at the end of the year consisted of 26 Inspectors, including two in the Shan States: the number is the same as in the previous year. The number of Veterinary Assistants rose from 168 to 178, of whom, as before, 21 were working in the Shan States. The number of animals treated by Assistants while they were on tour declined from 86,433 to 79,820, exclusive of those dealt with in the Shan States. The cost of the Department increased from Rs. 4·31 *lakhs* to Rs. 4·9 *lakhs*; Superintendence and Subordinate Establishment were the heads chiefly responsible for the rise.

There were 45 students under training at the Veterinary School at Insein at the beginning of the year, and 41 at its close. The behaviour of the pupils in general was good. The number of animals treated at the Veterinary Hospital increased from 1,934 to 2,010, and the daily average of attendance from 22·03 to 27·71. The number of slides examined at the Laboratory rose from 5,562 to 6,853, which is

almost exactly the number examined in 1918-19 : about two-thirds of these were received from the districts, and one-third came from hospital cases. The number of pupils in the Veterinary School at Taunggyi at the close of the year remained unchanged, at seven. No breeding operations were undertaken during the year.

Cattle Disease.

87. The number of deaths from rinderpest in Lower Burma declined from 40,744 to 5,533, the Pegu and Myaungmya Districts alone recording any very serious mortality. Upper Burma, on the other hand suffered from the most disastrous season since 1905-06. In the Sagaing Division alone 24,198 deaths occurred, the lowest number of deaths, 2,042, being reported from the Lower Chindwin, and the highest, 8,234, from Sagaing. Thayetmyo, Pakôkku and Minbu all record a death-roll of over a thousand. The succession of dry seasons, and the consequent shortage of fodder had reduced the cattle of many districts to such an enfeebled condition that they became an easy prey to the ravages of disease. The Southern Shan States were practically free from the disease, and the Northern were not seriously affected. As in former years the co-operation of the people in the afflicted districts left much to be desired. Segregation rules were ignored, and in Sagaing some villagers refused to have their cattle inoculated. The total number of inoculations performed rose from 55,628 to 69,785. The number of inoculated cattle that died rose slightly from 363 to 377, a figure representing about ·5 *per cent.* It would appear that belief in inoculation is steadily gaining ground in many districts. The chief difficulties are that large stocks of serum cannot be stored for any length of time, because the stuff deteriorates, and that the staff is insufficient to carry out operations in many districts simultaneously.

Foot-and-mouth disease caused 1,423 deaths in Lower Burma as against 4,812, Myaungmya, Pyapôn and Pegu being the chief sufferers. In Upper Burma its incidence was insignificant and calls for no comment. Anthrax was responsible for 461 deaths in Akyab, and there was considerable mortality from this disease in Pegu and Bassein. Upper Burma recorded 202 deaths from this cause as against 284. Surra appeared in the Myitkyina District in the Northern Shan States.

Stock.

88. The number of mature bulls and bullocks showed a slight decrease from 2,373,575 to 2,366,620. The number of cows decreased by about the same amount to 1,286,316. Buffaloes declined from 784,269 to 780,271. There was a slight decrease in the number of stallions, and a more marked decline in the number of mares and

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geldings. Mules decreased by nearly 200, but sheep increased from 38,678 to 51,953. The number of goats rose by 33,000, but that of swine fell by 17,500. Religious prejudices against the slaughter of cattle have probably reacted on the swine totals by raising the mortality among pigs. A successful cattle show was held at Pyawbwè : a show was also held at Toungoo, but, being the first of its kind in that district, was naturally on a small scale. The number of carts and ploughs increased.

Agricultural Loans.

89. The agricultural advances made by Government during the year, exclusive of advances to co-operative societies, amounted to Rs. 31·63 *lakhs* as against 11·92 *lakhs* in the preceding year. The amount outstanding at the beginning of the year was Rs. 14·53 *lakhs*, and the total amount on loan was thus Rs. 46·16 *lakhs*, or nearly twice the corresponding sum for the year 1919-20. The total amount for collection in the year was Rs. 22·49 *lakhs*, as against Rs. 17·35 *lakhs*. Rupees 11·07 *lakhs* were collected, Rs. 732 remitted and Rs. 3·83 *lakhs* suspended by competent authority. Rupees 7·92 *lakhs* were overdue at the close of the year.

The Prome District again received the largest advance, but on this occasion the sum was Rs. 12·56 *lakhs*, which would ordinarily almost suffice for the needs of the whole Province. In Akyab, Amherst, Yamèthin and Thayetmyo the advances exceeded Rs. 1 *lakh*, and closely approached that figure in Shwebo. The proportion of repayments varied from district to district, but in the majority about half the sum due was recovered.

The amount suspended by competent authority increased by over one and a half *lakhs* of rupees and the amount overdue by four and a half. Yamèthin, Prome and Shwebo account for the largest suspensions, but in three other districts the amount suspended was in excess of Rs. 15,000. Of the total amount overdue Prome is responsible for Rs. 1·76 *lakhs*, and Akyab for nearly as much ; Kyaukpyu, Amherst and Yamèthin all show overdue amounts exceeding Rs. 50,000. Mandalay, Shwebo and Prome are among the other districts which experienced difficulty in making their collections.

The amount advanced under the Land Improvement Loans Act rose from Rs. 4,400 to Rs. 38,200. Such advances were only made in five districts, the largest individual sum being Rs. 15,700 granted to Yamèthin for the construction of irrigation tanks. Rupees 34,837 were outstanding at the beginning of the year, making the total amount on loan Rs. 73,037. Of a total sum of Rs. 10,950 due for collection during the year, Rs. 7,314 were collected. There were no remissions, the amount suspended was Rs. 1,118, and Rs. 2,442 remained overdue at the close of the year. • Provision has now been made for supplementing

land improvement loans by grants-in-aid, but the new rules have not yet been applied. When generally known they should stimulate the demand for advances.

The rate of interest charged by the Government of India to the Local Government on the Provincial Loan Account remained at 5½ *per cent.*, and that charged by the Local Government to cultivators at 6¼ *per cent.*, with a penal rate of 8 *per cent.* The net financial result of the loan operations, during the year, after repayment of principal and interest to the Government of India, and deduction of principal remitted, was a profit of Rs. 6,219 as compared with Rs. 12,067 in the previous year.

Protection from Floods.

90. Embankments constructed for the protection of cultivation from floods are maintained by the Irrigation Branch of the Public Works Department. The area so protected rose from 847,481 acres to 858,971, and the gross revenue from Rs. 26·41 *lakhs* to Rs. 28·12 *lakhs.* Working expenses rose from Rs. 4·36 *lakhs* to Rs. 6·28 *lakhs.* Capital accounts are kept only for the more important embankments along the lower course of the Irrawaddy River on its right bank : for other embankments along the Sittang River and elsewhere only revenue accounts are kept. The total capital outlay on the former rose from Rs. 52·65 *lakhs* to Rs. 55·87 *lakhs*, but the outlay incurred during the year fell from Rs. 4·02 *lakhs* to Rs. 3·22 *lakhs.*

A large retirement had to be carried out in the Henzada section of the Irrawaddy embankments four miles north of Henzada. At the end of the rains of 1920 the river was found to have eroded its bank to a width of 400 feet on the concave side of a large bend, leaving only 100 feet between the embankment and the river bank, and thus necessitating the construction of a retirement four miles long, which was with difficulty completed before the rains of 1921 began. Two other retirements of minor importance were made on the Ma-ubin and Thôngwa Island Embankments. The Yenwe River Training Embankments were extended ; the cost of extension, constructing retirements and clearing the stream amounted during the year to Rs. 48,418. The strengthening and raising of the right and left embankments was completed during the year ; the former was breached, but the breach was not closed, water being allowed to escape and raise the lowlying country with silt. Trouble was also experienced with the left embankment above the railway bridge, but material was dumped down in time to prevent an actual breach. The Sittang Embankment was extended for a further distance of 4,000 feet, land at the back of the extension being immediately taken up for cultivation ; existing retirements on the old section were raised and strengthened, and one new retirement was constructed. Erosion continued to take place in the

neighbourhood of the Myitkyo Loop Embankment on the Sittang River, and the stream is expected to break through about the end of 1922. No further work can be done on the loop.

Weather and Crops.

Character of the Seasons.

91. This subject has been mentioned briefly in paragraph 10 above, and treated in greater detail in paragraph 12. The season was unsatisfactory on the whole.

Outturns and Prices.

92. The total estimated outturn of unhusked rice was 6,019,383 tons as against a (revised) estimate of 5,400,716 tons for the preceding year. The yield of cleaned cotton was estimated at 7,323 tons, or rather less than 75 *per cent.* of the revised figure for 1919-20. The decrease in outturn is due to unfavourable rains in the chief producing districts, but it is difficult to determine the average yield per acre, as the crop has to be picked several times during the season, and the later pickings are often omitted when the price is poor, as was the case in the year under report. The failure of the late rains adversely affected the groundnut crop, but the estimated yield increased from 81,957 to 93,630 tons. The Customs returns show a considerable decline in the bulk of oil exported, and the district reports state that this commodity was largely used within the country to supply the deficit occasioned by the shortage in the sessamum crop. The yield of wheat decreased, while red millet is growing in popularity, as a resister of drought. Small white beans have lost their export market and are out of favour as a cash crop: both the area sown and the outturn were less than in the preceding year. The export of rubber, according to the Customs returns, declined from 4,923,715 pounds to 4,156,154, owing to the very poor prices realised and the consequent restriction on output.

Under control the price of unhusked rice was fixed at Rs. 180, but traders apparently ignored this amongst themselves, and though sales were ostensibly quoted at the rate the control was evaded by the levy of a premium. Speculators and holders expected to reap a rich reward with the removal of control, and prices rose as high as Rs. 220 per hundred baskets. The control was not removed until the new crop was practically on the market, and the result was that holders had to sell at a loss. With the appearance of the new crop the big millers were not prepared to do business at the prices asked, and were of opinion that Rs. 135 was a price that would leave a margin of profit in the prevailing condition of the rice market. Cultivators and holders were not prepared to sell at this figure, and as the mills had

made forward sales of rice they had to come into the market to purchase, in order to deliver, which meant a steady rise in the price of paddy. The bulk of the cultivators probably sold at about Rs. 150, a figure considerably above the normal, but inferior to the control price of the previous year. Those able to hold sold for much more.

Speculators came into the market later, and the situation became complicated. The market price of rice was forced up to Rs. 580, and that of paddy followed in sympathy. In some districts the price rose as high as Rs. 230 to Rs. 235 per hundred baskets. Rumours of the renewal of Government control made the market nervous towards the end of June, and prices declined, but as no action had been taken to restrict exports the market again rose to Rs. 590 per hundred baskets, and the "bulls" expected it to reach Rs. 600 before June 30th. Burma rice was actually being sold in Java, Calcutta and Bombay cheaper than it could be bought in Rangoon. The high price in the capital was reflected in almost all district markets, and though the cultivator was not greatly affected the urban and labouring population were paying more for their rice than legitimate trading warrants. Sufficient stocks were retained for home consumption. The opening market price for groundnut was poor, but prices steadily improved, and those who held their stock were rewarded for their patience. Prices for sessamum were high, partly owing to the short crop and partly to the speculative rise that took place in the previous year. Cotton scarcely repaid the cost of cultivation at the beginning of the season. The price of tobacco fell: it was still above the normal in most districts, but the local leaf had again to compete with imports from India.

Co-operation.

Administrative and General.

93. The Arakan Division came within the Department's sphere of influence during the year and only eight districts now remain in which Agricultural Co-operation in the form of registered societies has not begun. Propaganda were as usual carried on by members of societies working in neighbouring villages.

The superior administrative staff remained unchanged, there being one Registrar for the Province, assisted by two Joint Registrars, for Upper and Lower Burma respectively. There were eleven Assistant Registrars, and thirty-five Junior Assistant Registrars. In addition there exist two posts of probationary Junior Assistant Registrars for graduates, but it was not found possible to fill them during the year. Assistant Registrars have now been incorporated in the Provincial, and Junior Assistant Registrars in the Subordinate,

Civil Service ; the Department will, in future, obtain its recruits from these Services.

The cost of the Department in staff and contingencies increased from Rs. 3·06 *lakhs* to Rs. 3·55 *lakhs*. The figure has risen by a *lakh* of rupees in three years, and it is pointed out that the growing cost of administration needs attention not only in the interests of economy, but because an overgrown Government staff is incompatible with healthy co-operation. The remedy lies in improving the efficiency of the society-paid audit stuff, and the development into effective self-governing bodies of the existing central organisations for supervision. A beginning has been made by the substitution of triennial for biennial super-audit by the Government staff in selected areas, which will obviate an increase in the ranks of Junior Assistant Registrars. The amount spent by societies in management and contingencies increased from Rs. 4·14 *lakhs* to Rs. 4·78 *lakhs*.

The number of societies of all kinds rose from 4,395 to 4,877, and the number of members from 108,892 to 134,222. Unions increased from 409 to 491. Agricultural Credit Societies rose from 3,319 to 3,704, Non-agricultural Credit Societies from 157 to 166, and District Co-operative Associations from 33 to 36. Cattle Insurance Societies remained stationary at 381. The unpopularity of cattle insurance has been the subject of anxious consideration since the close of the year, and proposals are in train for making it more attractive.

The working capital of all societies increased from Rs. 2,52 *lakhs* to Rs. 3,06 *lakhs*, or, if the money lent by one class of society to another class be omitted, from Rs. 1,77 *lakhs* to Rs. 2,11 *lakhs*. There were no amendments to the law governing the working of co-operative institutions, with the exception of a slight modification of the model bye-laws relating to the payment of interest half-yearly by agricultural credit societies. The semi-official Hand-book on Co-operation for Burma was re-edited : a quarterly Co-operative Journal in English was started in Rangoon, and a monthly Journal in Burmese by the Hita Co-operative Society in Mandalay. The attitude of the public and the press towards the movement remained generally friendly ; the politicians, as elsewhere, appeared to be indifferent.

Unions and Central Banks.

94. The guaranteeing unions show a steady improvement in the supervision of the affiliated societies, and do a great deal of propaganda work. There, is however, much room for improvement so far as teaching is concerned. District Agricultural and Co-operative Associations have increased but slowly in the last two years, and it is not considered advisable to urge their formation till societies are numerous, and local leaders sufficiently active to desire such an

organisation and to take part in its formation and management. Inspection of the three District Associations in Lower Burma suggested the criticism that while they performed a valuable function in bringing matters of co-operative interest to the notice of the head of the district, their weakness lay in the fact that they were not at present able to translate their resolutions into action. One disadvantage under which they laboured was that they met only once or twice a year, and had, therefore, hardly attained to a permanent character; a step towards this would be the appointment of a standing committee, to form a permanent secretariat for carrying on the work and correspondence of the association.

The Provincial Bank, as the old Upper Burma Central Co-operative Bank is now called, was once more unable to declare a dividend, for the same reason which obtained last year, namely, the depreciation of the Government securities held by it. This year the sum to be written off as a loss on that account was Rs. 88,777, as against Rs. 1·2 *lakhs* in the previous year. The unpaid balance of shares held by societies was called up, and the proportion of paid-up shares and reserve to total liabilities reached the figure of 11·25 *per cent.* (The minimum proportion recommended by the Maclagan Committee of 1915 was 10 *per cent.*) The business of the Bank continued to increase and it is tending to change into the business of an "apex" bank, dealing with other central banks rather than direct with primary societies. There has been some increase of deposits from individual Burmans, and the proportion of European deposits to these is now 8·8 to 1.

There was no change in the number of District Central Banks. The Shwebo Bank, which was registered in the year under report, failed to collect sufficient funds to start business. The Pegu and Pakôkku Banks increased their working capital to between nine and ten *lakhs* of rupees. Sagu-Salin Bank reduced its capital from Rs. 4·5 *lakhs* to Rs. 3·75 *lakhs*, some of its deposits being transferred to the Provincial Bank, as they were in excess of the District Bank's requirements. Of the newer banks Moulmein and Henzada have succeeded in raising local deposits in excess of half a *lakh*. The Prome and Mônywa Banks have raised a few thousands, but were hampered in starting by certain misunderstandings with the Provincial Bank. The Burma Urban Central Co-operative Bank had a working capital of Rs. 3·14 *lakhs*. It has started with the advantage of an energetic manager who is resolved to establish an up-to-date banking system for Burmans. He has visited Bombay and Madras to study the attempts that are being made to introduce the use of cheques and other modern banking facilities in co-operative institutions, and has already started remittances between some of the Urban Credit Societies by means of

drafts. The Bank has displayed an impatience of control by the Department, but this very spirit implies a sense of responsibility for the success of the bank, and is so far to be commended. Local deposits in all District Central Banks increased from Rs. 13·61 *lakhs* to Rs. 17·14 *lakhs*. The Pakôkku Bank reduced its liability to the Provincial Bank by Rs. 1 *lakh*, and the Prome Bank from Rs. 2·55 *lakhs* to Rs. 1·21 *lakhs*.

Agricultural Credit Societies.

95. The increase in the number of Agricultural Credit Societies was only 11·6 *per cent.*, the lowest percentage of recent years. One reason for this was the stiffening of the test for admission into the co-operative fold. It was found, for instance, that a very small proportion of the Society Secretaries were Secretaries in anything but name, although the existence in a postulant society of at least one man capable of keeping its very simple accounts has always been, in theory, a condition precedent to its registration. Accounts were left to the Union Secretary or Supervisor to be made up on the occasion of the periodic visits of these officers ; there was thus no such thing as contemporaneous entry. In many unions the death or departure of the Union Secretary would plunge the accounts of several of the constituent societies into complete chaos. The absence of any member of the society competent to explain difficulties in its accounts of his own firsthand knowledge was a severe handicap to inspecting officers, and it was felt, generally, that to insist on societies doing their own book-keeping would have an educative, as well as a practical, value, while the effort involved would be morally invigorating. The leading co-operators themselves have been the first to realise that this is no fad of an over-exacting officialdom, and the principle was endorsed by resolutions of the Biennial Conference held after the close of the year under report. There is no reason to believe that the present set-back in expansion will be anything but temporary. Voluntary organisers and others are rapidly learning what the requirements of the Department are in a society which desires to be registered, and many of them have taken the keenest interest in training the Secretaries elect. The so-called A Class societies increased from 76 to 79, B Class from 451 to 469 and C Class from 2,412 to 2,857. The number of D Class societies—that is, of societies so unsatisfactory as to be in danger of liquidation—declined from 399 to 295. These societies thus formed 8 *per cent.* of the whole, as against 12 *per cent.* in the preceding year ; the percentage now recorded is the lowest for many years. The volume of deposits by members increased by about half a *lakh* of rupees. There was a decrease of non-members' deposits but a rise in the deposits taken from societies. The proportion of repayments by members remained practically stationary at 27·3 *per*

cent. Repayments by societies to the banks increased from 27·23 to 28·6 *per cent.* Eighteen societies were put into liquidation during the year, and the liquidation of 20 was closed, leaving a balance of 144 societies in liquidation on June 30th, 1921. Recoveries of principal amounted to Rs. 69,663, and of interest to Rs. 29,456, the figures indicating a slight improvement on those of the previous year. Outstandings increased from Rs. 2·75 *lakhs* to Rs. 3·36 *lakhs*: the figures are swollen by the inclusion of three dissolved colony societies, holding large Government advances which are well enough secured.

Colonisation Areas.

96. After an interregnum caused by the breakdown in health of three Burman officers, and the inability to replace them the Yandoon Island Colony received the attention of an officer on special duty in the early months of 1921. His report was pessimistic in tone, and another Indian Civilian has been deputed to attempt the task of retrieving the Colony. The Sittang Colonies in the Kadônbaw and Yitkangyi areas were financially in a sound position, thanks, in great measure, to the exceptionally favourable paddy market of the last two years. The tenancy co-partnership system has been successful in establishing the small farmer on the land, and where individual members have failed their places have been taken by other landless working cultivators, who have, as a general rule, proved their worth. Careful supervision is necessary in the case of these colony societies. It was found, for instance, necessary to restrict the powers of the general meeting to expel members. Expulsion from a tenancy society is obviously a serious matter, as it involves in addition the loss of land, in many cases land cleared by the person expelled. This power was being very generally abused, members being turned out on account of private quarrels, or because some one else wanted to possess their land. Under the bye-laws as now amended the Registrar's confirmation is required to all orders of expulsion based on grounds other than failure to pay rent, or instalments of loans due. The practical advantages of such a safeguard are considered to outweigh any objections there may be to it on the abstract principles of co-operation. The Myitkyina Colonies had generally a bad harvest. Societies in the older villages managed well, but those in newer villages suffered from lack of attention, failed to organise the joint sale of their paddy, and made default in the repayment of their Government advances. The scheme of allotment carried out in the Ye-u Canal area by the officer on special duty was found to be vitiated by inadequate survey and demarcation, and the Deputy Commissioner suggested that the land should be re-allotted by the Co-operative Societies Department.

Other Societies.

97. There were 93 Urban Societies or Town Banks in existence during the year. A few have begun to open current accounts and undertake remittances to and from Rangoon through the Burma Urban Central Bank. Savings Banks continued to do well in the towns where the management is energetic; some progress has been made in the substitution of cash credits for fixed term loans. Of the 41 salary-earners' societies nearly half belong to Rangoon, which contains several large and well organised institutions of this type. An obstacle to the progress of co-operation among the wage-earning community of Rangoon lies in the multiplicity of races and languages which inhabit that cosmopolitan city. On the other hand this very diversity intensifies the bond existing between members of the various communities, and this spirit is of the utmost value to co-operation, and has already produced some excellent societies. Several co-operative stores are growing up in connection with salary-earners' societies. The Mahlaing ginnery received cotton when the price was in the neighbourhood of Rs. 15 per hundred *viss*, ginned it, arranged for advances on the security of the material stored, and was finally able to sell the lint for the cultivators at nearly double the earlier price. A second co-operative paddy-mill is about to make its appearance, and a large sale and purchase society was established at Singaing in the Kyaukse District on the premises of a private mill-owner, with whom it is in alliance. The Pakôkku Co-operative Wholesale Society continued to do useful work in selling groundnuts and cotton for cultivators, and supplying them with rice and other commodities. Three fishery societies were working in the Tharrawaddy District; others have been registered, but have not yet obtained a lease. The salt industry in Amherst became moribund, and co-operative organisation has not been able to set it on its feet. Five new weaving societies were registered: one in Upper Burma obtained a Government loan, but the rest have experienced difficulty in obtaining the necessary capital. The technical side of this industry has now been handed over to the Department of Industries, as has that of sericulture to the Agricultural Department. An interesting experiment, which unfortunately did not materialise, was an attempt to lease and manage co-operatively a Government bazaar: the project was not inspired by the Department, and seems to be an outcome of the spreading of co-operative ideas. Reference has already been made to the successful co-operative stores that have been established in Rangoon. In rural areas the difficulties in the way of their foundation seem at present insuperable, and they have been specially brought to the notice of co-operators at the recent conference. Out of 381 cattle insurance societies the number which collected premia fell from 272 to 115, and the number of cattle insured from 4,509 to 3,028. But substantial amendments to the existing bye-laws

are in hand, and it is anticipated that the altered conditions will revive interest in what is a very important subject.

Horticulture.

Agri-Horticultural Societies.

98. The Agri-Horticultural Society of Burma, with headquarters and garden at Rangoon, continued its useful work as the only organisation of its kind in the Province. Membership rose from 193 to 214, and there was a profit of Rs. 10,828 on the year's working, as compared with a deficit of Rs. 825 for the preceding year. Sales produced over Rs. 7,000 more than in the 1919, while the revenue account for that year included an item of Rs. 4,431 for depreciation, which does not reappear in the account for 1920. Grants increased, but the subscriptions of members showed a slight decline. The Society's report is singularly barren of information as to its activities during the year under consideration. From other sources is gleaned the information that its annual flower-show took place in February 1921.

Forests.

Forest Reserves, Unclassed Forests, Settlement, Demarcation, Survey and Working Plans.

99. The total area of reserved forests at the end of the year was 29,934 square miles against 29,874 square miles last year. The area of unclassed forests at the end of the period under review is estimated at 115,882 square miles, or 8 square miles less than in the previous year. The former variation is due to reservation; the latter to disafforestation and to the spread of cultivation. Only 30 square miles were finally settled during the year; 256 square miles were taken in hand during the year and altogether 2,990 square miles were under settlement. Two hundred and seventeen miles of exterior boundary were demarcated at a cost of Rs. 4,935. Repairs to 2,572 miles cost Rs. 19,590, and 369 miles of boundaries awaited demarcation. The special Forest Survey party surveyed 40 square miles on the 4-inch scale and 82 square miles on the 2-inch scale during the year. Seven thousand three hundred and sixty-eight square miles of reserved forests remained unsurveyed. Very little field work was possible in connection with Working Plans during the year, but considerable progress was made in improving control of Working Plans now that a whole-time Conservator is employed.

Protection of the Forests.

100. The change in the forest year, which will in future terminate on the 31st March instead of on the 30th June, renders a comparison with previous years somewhat difficult since the figures for the

period under review refer only to nine months and not to a whole year. During the nine months 4,417 offences against the forest laws were detected as against 6,164 in the previous year. Twenty-one were injuries to forests by fire, 2,836 unauthorised fellings, 254 unauthorised grazings and 1,306 were other offences. The number of cases taken to court was 415 and the percentage in which a conviction was obtained was 86·7. The figures for the previous full year were 701 and 82·3 respectively. Five hundred and fifteen square miles were protected from fire as against 1,215 square miles during the previous year. The cost per square mile was Rs. 49 and the percentage of successful protection was 74 as against 96·8 ; (all figures referring to fire protection refer to the whole season and not to the period ending 31st March). The chief cause of the fall in the percentage of successful protection was the early and prolonged hot weather of 1921. Of the reserved forests 76·2 *per cent.* were closed to grazing throughout the year, 7·7 *per cent.* were open to grazing, but not browsing, for the whole year and 15·6 *per cent.* for part of the year. Only 0·5 *per cent.* were open to all animals for part of the year. Two thousand two hundred and three head of cattle were impounded for trespass. As regards protection from natural causes sambhar and barking deer are reported to be the worst offenders in damaging young growth in regeneration areas, which naturally offer an excellent harbourage for game. The most important item of the year under this head was a serious attack of the teak leaf skeletoniser (Pyrausta machaeralis) which spread over the west side of the Pegu Yomas from the north half of the Tharrawaddy Division northwards through the Zigôn, Prome, Allanmyo and Magwe Districts. On the eastern side of the Pegu Yomas it occurred in Shwegyin, North Toungoo, Pyinmana, Meiktila and the Southern Shan States.

Improvement of the Forests.

101. The total expenditure on roads and buildings during the nine months ending 31st March 1921 was Rs. 3,99,193. In addition to this, lessees have spent Rs. 91,918 on roads and paths to supplement their floating operations. Much remains yet to be done in the way of constructing roads if the exploitation of junglewoods is to be a success. Without more buildings it is impossible to form new divisions, and this will put off the working out of schemes for more intense exploitation of forests ; revenue also suffers owing to illicit extraction, which is very rampant in the Delta. A comprehensive programme of forest roads and buildings for the Province as a whole has been called for by the Local Government, which is anxious to avoid haphazard activities in these directions. Stress is laid in the Chief Conservator's report upon the difficulty and inconvenience involved in treating the capital outlay required for this expansion on the same level as working expenses, which are a legitimate charge

upon current revenues. He would like a sharp division to be made between the two classes of expenditure, and to finance the former from long-term loans. It must, however, be remembered that under the existing rules Government may only borrow in respect of schemes involving expenditure so large that it cannot reasonably be met from current revenues. One hundred and seventy-two miles of new cart roads and 286 miles of paths have been constructed during the period under review, at a total cost of Rs. 1,70,022. Repairs to existing roads and paths cost Rs. 63,331, and Rs. 56,081 were spent on repairs to buildings. Rupees 1,09,758 were spent on new buildings. It is desirable that all possible conveniences should be provided for the Forest staff as the Department does not seem to attract Burmans at present.

In addition to about 5,000 acres of plantations formed in 1919-20 plantations of about 5,500 acres were formed during the year, of which 4,000 acres were planted with teak. This area alone is expected to yield about half of the present outturn of the whole Province in about 80 years' time, and there is no reason why the area of plantations should not be increased even more rapidly. Given funds Forest revenue can be increased considerably.

Exploitation of Timber.

102. The revenue for the nine months was Rs. 167¾ *lakhs*, slightly better than the figure for the previous whole year. Teak has contributed more than three-fourths of the revenue (129 *lakhs*). The output of teak by lessees has also increased and amounted to 322,660 tons; 7,753 tons of teak were offered for joint sale, the lessees not electing to pay royalty. Messrs. Mcgregor & Co. were the chief contributors in this respect. The increase in the output of teak is rather a matter of concern as there is sure to be a drop in a decade or so. The plantations can be expected to begin to yield saleable timber only after 40 or 50 years and in the interval the output cannot be kept steady unless girdlings in reserved forests are carefully regulated now. The revenue from junglewoods is also increasing and it should increase beyond all recognition if proper transport facilities are given.

Government entirely approves the policy of developing the junglewoods of the Province, but an essential element in that policy must be to ensure that the development does not outrun the demands of the world's markets.

The main departmental operations for teak are in Prome, Zigôn and Tharrawaddy Divisions. The level of work is as high as ever and it affords a standard with which to compare the operations of lessees.

The nett revenue amounted to 107½ *lakhs*, expenditure amounting to 60¼ *lakhs*. Of all Indian Provinces Burma stands first with 60 *per cent.* of its gross revenue as surplus during 1919-20, the total Indian average surplus being only 41 *per cent.* In 1920-21 the percentage for

Burma rose to 65, and if revenue had been expended in the proportion recorded for all India in the previous year, another Rs. 40 *lakhs* would have been put back into the forests of this Province. The comparative smallness of this expenditure in Burma is, in the Chief Conservator's opinion, a matter for serious consideration. The forests are, on the other hand, one of the main sources of Provincial revenues, and it would be impossible to appropriate forest receipts entirely to forest expenditure without starving other branches of the administration.

Finance.

103. The financial results of the Forest Administration are shewn in Chapter V of this Report, entitled "Revenue and Finance other than Imperial."

Mines and Quarries.

The Indian Mines Act.

104. The only districts in which the Indian Mines Act is at present in force are the Katha, Thatôn, Tavoy and Mergui Districts : the Act and Rules were extended during the year to the Northern Shan States. Two subsidiary iron mines in the last-named territory, which were formerly worked by the Burma Corporation, were closed down during the year, another iron mine being opened up at Bawhlaing. Twenty-eight wolfram mines were closed down in Tavoy, as was the solitary wolfram mine in Thatôn; the cause was the continued depression of the market.

Except in Tavoy inspections were chiefly confined to inspections by District Officers ; in that district the Civil Surgeon visited several of the important mines, and the Deputy Commissioner all the important, and many of the less important, mines. There were no boards constituted under section 9 of the Act, but the Tavoy Mining Advisory Board, established by executive instructions in 1917, met twice during the year, and the Tavoy Chamber of Mines continued its activities. The general health of employees on the mines was on the whole good. There was no serious outbreak of epidemic disease, though slight outbreaks of dysentery and influenza were reported from the Mergui District. Housing and sanitary conditions were satisfactory in the larger mines of Tavoy, and in the ruby mines of Katha. An improvement in housing might be made with advantage at the mines of the Burma Corporation, in the Northern Shan States, and the matter is understood to be receiving their attention.

With one exception all the Mergui mines were worked on the tributary system. At the mine in question Indian labourers were paid at the rate of Rs. 30 per mensem, and Chinese labourers at Rs. 60. Wages were adequate in the Northern Shan States : an attempted strike of menials for increased pay was abortive. Wages in Katha

remained at the same level. Coolies in Tavoy were leaving the district gradually, a large number seeking for work in the Mergui tin mines. Tribute rates tended to fall; the prices of foodstuffs remained generally high, though decreases occurred in the case of certain items. No fresh Hazaribagh labourers or Burmese ticket-of-leave convicts were imported into the district during the year: many of the latter class have settled down there on the expiry of their sentences.

No women or children were employed in the mines of the Katha District or the Northern Shan States, though in the latter 21 women were employed on the surface at one of the iron mines. The majority of the women and children employed in Mergui eked out a living by collecting wolfram from a mine that had been closed down. In Tavoy 136 women were employed underground and 77 women and 28 children on the surface. No serious accidents occurred in Katha or Thatôn; Tavoy reported five deaths and twelve cases of serious injury as the result of accidents. Three accidents, of which two were fatal, occurred in Mergui. One very serious accident took place in the Northern Shan States owing to the cables of two lifts becoming entangled. Eleven persons lost their lives, but responsibility for the accident could not be fixed on any individual. This accident became the subject of the only criminal prosecution which was launched under the Act; the two accused persons were discharged. Other serious accidents, involving 12 persons, occurred in the Northern Shan States; enquiries showed that these were in the circumstances unavoidable.

New Concessions.

105. During the calendar year 1920 the number of new applications for prospecting licenses dealt with was 457, of which 196 were granted, 107 refused and 154 withdrawn. These figures are considerably lower than those recorded in the previous year, which were respectively 620, 220, 134 and 266. One hundred and seventy-two applications were made for the renewal of prospecting licenses: of these 148 were granted, 14 refused and 10 withdrawn, as against 164, 135, 16 and 13 in 1919. Of 17 applications for mining lease only one was successful, five being refused and eleven withdrawn: nine applications out of thirteen were successful in the preceding year. The decrease in the number of applications for new prospecting licenses is presumably sympathetic to the decline in the wolfram market. The one mining lease granted was in respect of lead and other minerals.

Petroleum.

106. Petroleum was produced in the same seven districts as last year. As before the amount obtained from the districts of Akyab, Kyaukpyu, Thayetmyo and the Upper Chindwin was comparatively insignificant. The combined output declined from 293,626,129

gallons to 279,707,170, every district sharing in the decrease to a greater or less extent. On the other hand the value rose from Rs. 1,75·76 *lakhs* to Rs. 7,84·65 *lakhs*. The reason for this large enhancement is the substitution of a valuation of four and a half annas a gallon for an antiquated scale of Rs. 2-8-0 per hundred viss (some 44 gallons). The new valuation, which is about five times as high as the old, is believed to approximate more closely to actual realities. The Yenangyaung field showed a decrease of some 14 millions in output, which is likely to continue to decline henceforward. On the other hand the Singu field increased its production by rather more than one and a half million gallons. The average number of persons employed in the industry rose from 11,223 to 14,082.

Wolfram.

107. The total output of wolfram declined still further from 3,578 tons to 2,526. Its value declined from Rs. 53·77 *lakhs* to Rs. 17·99 *lakhs*, or just over one-third of the former figure. The bulk of the ore came, as usual, from Tavoy, whose output declined from 2,889 tons to 1,808. Thatôn and Kyauksè produced no wolfram at all, and the Mergui output declined. The Southern Shan States increased its production by about 90 tons. The average price of wolfram has so fallen that it is now scarcely profitable to extract it. The total number of persons employed in the industry fell from 10,402 to 4,878.

Rubies, Sapphires and Spinels.

108. The year was not a good one for the trade in these precious stones. In the early part of 1920 high exchange interfered with export to London and Paris, and a further difficulty was experienced in the restrictions imposed on import by the French Government. General trade depression also operated to curtail the demand for stones. These factors reduced the value of the stones extracted. Rubies, whose output remained stationary, declined in value from Rs. 8·74 *lakhs* to Rs. 5·55 *lakhs*, but the previous year's returns included a single ruby which was sold for Rs. 3 *lakhs*. The quantity of sapphires mined fell by about 14,000 carats, and their value from Rs. 2·02 *lakhs* to Rs. 60,832. As in the case of rubies the figures for the year 1919 were swollen by the discovery of some exceptional stones. Spinels increased by 12,000 carats, but their value declined by some Rs. 500. The number of workers declined by 100 to 1,207.

Other Minerals.

109. Argentiferous ores are found almost exclusively in the mines worked by the Burma Corporation at Bawdwin in the Northern Shan States. Much more activity was displayed by this company, the amount of lead extracted rising from 19,090 to 23,821 tons, and

the amount of silver from 2,164,853 to 2,869,729 ounces. The value of the former rose from Rs. 66·81 *lakhs* to Rs. 97·56 *lakhs*, and that of the latter from Rs. 48·7 *lakhs* to Rs. 83·37 *lakhs*.

The output of tin increased. The production of block tin in the Mergui District advanced from 137 tons to 163, and its value from Rs. 4·88 *lakhs* to Rs. 5·93 *lakhs*. Tin ore increased in volume from 1,250 to 1,767 tons, and in value from Rs. 18 *lakhs* to Rs. 22 *lakhs*. Prices were good at the beginning of the year, which helped to stimulate production. But a slump set in, and the average value obtained per ton was some Rs. 200 below the average for 1919. The increase in output occurred almost wholly in mines not falling under the Indian Mines Act. The Tavoy District was responsible for 814 tons of ore, or nearly half the total for the Province. The Mawchi Mines, in the Southern Shan States, produced 551 tons.

Iron ore advanced from 31,880 to 32,932 tons, but the value showed a heavy increase from Rs. 15,947 to Rs. 79,371. The Mandalay District's production rose by 7,500 tons, and that of the Northern Shan States fell by about 6,500. The ore extracted from both areas is used as a flux for smelting at the Namtu Mines.

The quantity of amber increased tenfold, from 7 to 72 hundredweight, but its value rose by some 250 *per cent.* only, as the stuff was taken from an inferior mine, and not from the amber mines proper. The jade industry returned to the normal after a year in which influenza had interfered with production. The quantity mined amounted to 3,429 hundredweight, and its value to Rs. 4·84 *lakhs*. The production of gold by native method has practically ceased. No platinum or antimony was worked in the year under report, and the output of molybdenite was negligible. Cassiterite is a metal which made its first appearance in the returns for 1920. Some twelve hundred tons were extracted in Mergui and Tavoy, at a value of Rs. 94,000. Steatite is also a newcomer ; about one hundred rupees' worth was obtained in the Pakôkku Hill Tracts.

Quarry Stones and Clay.

110. The total output of building materials and road metal rose from 1,090,919 to 1,766,786 tons. The figures include ballast stone, granite, gravel, laterite, limestone, sandstone, white pebbles and other materials, for which separate figures are not to hand. They can be regarded as only approximately correct, but an increased activity on the part of the Public Works Department after the war was only to be expected. The value of the material quarried is shown as Rs. 17·85 *lakhs* as against Rs. 13·95 *lakhs*, and the number of persons employed in quarries rose from 4,191 to 4,407.

The output of clay for pottery declined slightly to 22,200 tons, and its value from Rs. 18,643 to Rs. 17,771. Two-thirds of the amount quarried was in the Sandoway District. As has been explained in former reports, statistics with regard to this village industry cannot be deemed to be wholly trustworthy.

Revenue from Mines and Quarries.

111. The receipts from fees, rents and royalties on petroleum, rubies, jade and amber fell from Rs. 38·96 *lakhs* to Rs. 33·3 *lakhs*. The bulk of the revenue was, as usual, collected in Magwe and Katha. In the former collections were smaller by some Rs. 5 *lakhs*, partly owing to a decline in production and partly to the fact that the figures for 1919-20 included the payment of large outstandings. A poor ruby market and restrictions on the issue of licenses caused a fall of Rs. 35,000 in the collections from Katha. In Thayetmyo there was less prospecting for oil, and receipts declined by over Rs. 8,000. Increases in Shwebo and Akyab were due to the enhancement of acreage fees on renewed prospecting licenses, and to the issue of fresh licenses. Receipts from fees, rents and royalties on other minerals showed a further decline from Rs. 2·79 *lakhs* to Rs. 1·9 *lakhs*. Substantial decreases occurred in Prome, owing to a decrease in the number of clay licenses issued, and in the four mining districts of the Tenasserim Division, owing to the depressed condition of the industry. It should be added that, in order to aid the industry, Government suspended from 1st January 1921 *sine die* the collection of dues in respect of all tin and wolfram concessions. The Upper Chindwin showed an increase in revenue due to the issue of prospecting licenses for gold and associated minerals. A rise in Insein was due to the issue of licenses for the manufacture of bricks and the sale of the right to collect laterite.

Manufactures.

Principal Industries.

112. The great bulk of the indigenous population is agricultural, and the important manufacturing and transport industries derive their supply of labour to a very large extent from the immigrant Indian population. The principal industries continued to be rice-milling, saw-milling, petroleum-refining and the transport industries. No new industries were established during the year, but the purchase of machinery was in progress in the case of a bamboo-pulp paper-mill, a wood-distillation plant, and a sugar-refinery. Pottery and carving in wood and ivory have not advanced beyond the stage of cottage industries. Weaving has done little more, though certain institutions containing the germ of factory development have been established, mainly under the

guidance of the Co-operative Societies Department. Attention has been paid to the indigenous silk-reeling industry of Prome, but the difficulties to be faced are considerable.

Factories.

113. There was a sensible increase in the number of factories on the register at the end of 1920, from 567 to 617. Twenty-four of these were closed throughout the year. Of the fifty-four new factories four were mills which were burned down and not rebuilt : these have been deleted from the register, and the net increase is therefore 50 only. The average number of persons employed in factories rose from 77,432 to 90,968, and the number of adult women from 6,094 to 7,434. The number of children remained stationary, a rise in the number of girls being set off by a fall in the number of boys. The number of factories allowing an interval after six hours' work rose from 254 to 285 ; those exempted under Part C of Schedule I of the Act increased by 17 to 182 : factories working on a system of shifts increased from 114 to 126. In general, coolie labour is paid from Rs. 15 to Rs. 21 a month. Half skilled workers, such as mill-hands, earn from Rs. 21 to Rs. 50, and really skilled operatives from Rs. 25—120, according to the nature of work. An enquiry into the cost of living of the industrial classes was undertaken during the year under the direction of the Factories Department. It was estimated that the minimum wage on which a single coolie, provided with free quarters, could exist was Rs. 16-17. As in previous years the general health of the workers appeared to follow very closely that of the general population. In the absence of dangerous trades and of thickly-congested industrial centres this is to be expected. Sanitary conditions remained on the whole reasonably good ; an investigation was made by the Director of Public Health with a view to combating the nuisance arising from parboiled paddy. Housing conditions tend steadily to improve, and it is only the temporary hand who is inadequately provided for. This is natural enough : self-interest alone dictates the provision of attractive surroundings where a steady and unfailing supply of workmen is desired.

It has been the policy of the Department to create a live interest on the part of mill-owners and managers in the protection of their employees from accident, and to awaken in them a sound industrial conscience rather than merely to issue arbitrary orders for fencing. That this policy is justifying itself is shown by the increasing frequency with which mill-owners apply voluntarily to the Department for advice as to the best method of fencing their machinery. On first visits to factories, too, it has frequently been found that elaborate fencing has been provided. Prosecution for failure in this direction was only necessary in two cases during the year. In all

nine persons were prosecuted for various breaches of the Factories Act and all were convicted. The total number of accidents rose from 331 to 457. Twenty were fatal, as against 14 ; 135 were serious, as against 115 ; 302 were classed as minor, compared with 202 in the preceding year. Four of the fatal accidents were caused by travelling cranes, and might have been avoided by better supervision. The chief event of the year was the filling of the long-sanctioned post of Assistant Inspector of Factories ; the new officer arrived in October 1920. Of the 593 factories actually working 406 were visited. The Act was extended to the Northern Shan States, except Manglün, the effect being to bring the important workshops of the Burma Corporation at Nàmtu under inspection. The seven fatal accidents that occurred there indicate that the extension was justified.

Trade.

Maritime Trade : Total Value and Revenue.

114. Despite the fact that the total value of the sea-borne trade exceeded all previous figures, the year 1920-21 cannot be considered a satisfactory one. There were many influences which bore adversely on the import trade, and uncertainty and instability were prevailing in most countries. Exchange, which stood at 2*s.* $3\frac{1}{2}d.$ at the beginning of the year, had fallen at its close to 1*s.* $3\frac{3}{16}d.$ Extensive orders had naturally been placed by merchants while the exchange was high, and these had to buy at very unfavourable rates, or else refuse to take delivery. The export trade, as regards chief commodity, rice, was in a more satisfactory condition. The prices of imported articles again exhibited a marked increase. If Rs. 100 be taken as the price of eleven representative imports during the three years ending in 1901, the average figure for the year 1920-21 would be Rs. 360, as against Rs. 289 in the preceding year. If the same comparison were made in the case of ten selected exports, the average would be Rs. 194, as against Rs. 177 in 1919-20. Among the imports the highest individual figure was Rs. 605, for woollen piece-goods, a considerable advance upon last year's figure of Rs. 500. Grey piece-goods rose from Rs. 492 to Rs. 530, and cotton twist and yarn from Rs. 468 to Rs. 535. The price of dry fish remained constant and the only decrease was shown by salt, whose figure dropped from Rs. 222 to Rs. 183. Among the exports hides, raw cotton and cutch declined in price, rubber, paraffin wax and candles remained stable, and other important commodities enhanced in value.

A noticeable feature of the year was the substantial increase under the heading "Articles imported by post" : this is attributable to the more extensive use of the value payable postal system. The

total value of private merchandise increased from Rs. 88,72 *lakhs* to 100,65 *lakhs*. The percentage of foreign trade in this total rose from 39 to 52 *per cent.*, but that of Indian trade declined from 56 to 44 *per cent.*, and that of interportal trade from 5 to 4 *per cent.* A satisfactory feature was the recovery of the United Kingdom in the trade, which, under the adverse conditions prevailing during the years 1914–18, was captured by foreign competitors, particularly the United States and Japan. Imports from the United Kingdom rose from 50 to 58 *per cent.* : a decline from 40 to 27 *per cent.* in the exports to that country is due to the slump in the rubber and wolfram markets, and to the fact that the figures of 1919-20 were swollen by large consignments of beans and groundnut cake. The share of the United States in the import trade declined from 16 to 12 *per cent.* and that of Japan from 15 to 9 *per cent.* The former took 5 as against 3 *per cent.*, and the latter 5, as against 7 *per cent.*, of the exports. The value of Government stores in the foreign trade increased from Rs. 6·78 *lakhs* to Rs. 19·77 *lakhs* : in the Indian trade it declined from Rs. 1,84 *lakhs* to Rs. 1,14 *lakhs*, and in the coasting trade from Rs. 27·35 *lakhs* to Rs. 19·85 *lakhs*.

The total gross customs duty collected increased from Rs. 1,63 *lakhs* to Rs. 2,81 *lakhs*, and the net duty from Rs. 1,60 *lakhs* to Rs. 2,77 *lakhs*. The gross receipts show an advance of 72 *per cent.* on the figure for the previous year, due to briskness of trade in the early part of the year, more extensive shipments of rice to foreign countries, and the higher rupee value of goods resulting from the depreciated exchange. The gross import duty, excluding import duty on salt, increased by 77 *per cent.* ; the increase was general, but the goods which chiefly contributed to it were cottons, metals, liquors, tobacco, sugar and silk goods. Salt duty increased by 8 *per cent.*, owing to the arrival of German salt during the year. Gross export duty rose from Rs. 29·86 *lakhs* to Rs. 54·24 *lakhs*. The gross duty realised at Rangoon rose by 69 *per cent.* to Rs. 2,67·17 *lakhs*, and the net revenue by 70 *per cent.* to Rs. 2,64·18 *lakhs*. At the subordinate ports of Bassein, Akyab, Moulmein, Tavoy, Mergui and Victoria Point the gross revenue collections increased from Rs. 5·31 *lakhs* to Rs. 13·94 *lakhs*. Both import and export duty contributed to the rise, especially the latter. The three firstnamed ports all recorded enhanced collections, Mergui was stationary, and Tavoy and Victoria Point showed a slight decline.

Rangoon Trade : Total Figures.

115. The principal commodities imported into Rangoon from foreign countries during the year were, in order of importance : cotton manufactures (Rs. 7,81 *lakhs*), metals (Rs. 4,17 *lakhs*), machinery (Rs. 1,91 *lakhs*), hardware (Rs. 1,25 *lakhs*), silk (Rs. 87·35 *lakhs*),

sugar (Rs. 83·84 *lakhs*), motor cars (Rs. 83·15 *lakhs*), provisions (Rs. 82·94 *lakhs*), paper and pasteboard (Rs. 71·2 *lakhs*), and woollen manufactures (Rs. 66·04 *lakhs*). With the exception of the last two items, this list of ten principal imports is identical with that extracted from the figures of the preceding year; matches and liquors, which then figured among the first ten places were in the year under report somewhat lower in the list. The first ten commodities in the list for 1920-21 all exhibit a substantial increase on the value of the previous year: the value of woollen goods is nearly five times as great and that of paper and machinery has been more than trebled. The total value of all foreign imports into Rangoon increased from 14,70 *lakhs* to 27,82 *lakhs*, the average value for the five years ending in 1916-17 having been Rs. 12,39 *lakhs*. The goods most largely imported from India were, in order of importance: cotton twist and yarn (Rs. 2,81 *lakhs*), cotton manufactures (Rs. 2,57 *lakhs*), manufactured jute (Rs. 1,92 *lakhs*), grain and pulse (Rs. 1,17 *lakhs*), coal (Rs. 1,06 *lakhs*), provisions (Rs. 69 *lakhs*), spices (Rs. 59 *lakhs*), oils (Rs. 52 *lakhs*), metals (Rs. 47 *lakhs*) and tobacco (Rs. 44 *lakhs*). These are the same ten articles which headed the list in 1919-20, and in each year they formed in the aggregate 79 *per cent.* of the total imports from India. The total value of Indian imports rose from Rs. 14,97 *lakhs* to Rs. 15,50 *lakhs*.

The principal goods exported from Rangoon to foreign countries were, in order of importance: husked and unhusked rice (Rs. 11,51 *lakhs*), paraffin wax (Rs. 1,10 *lakhs*), raw cotton (Rs. 1,08 *lakhs*), wood and timber (Rs. 100 *lakhs*), pig lead (Rs. 97 *lakhs*), bran and pollards (Rs. 84 *lakhs*), grain, pulse and flour (Rs. 68 *lakhs*), and oil cakes (Rs. 37 *lakhs*). Exports of rice were nearly doubled, as restrictions on its shipment were removed. Of the other seven commodities mentioned all except pig lead have declined in value, the most noticeable case being that of pulse, grain and flour, the export of which declined from Rs. 2,08 *lakhs* to Rs. 68 *lakhs*. The total value of foreign exports increased from Rs. 17,67 *lakhs* to Rs. 19,73 *lakhs*. The principal articles in the export trade to India were rice (Rs. 12,14 *lakhs*), mineral oils (Rs. 5,86 *lakhs*), wood including manufactures (Rs. 2,23 *lakhs*), grain and pulse (Rs. 84 *lakhs*), lac (Rs. 20 *lakhs*) and candles (Rs. 18 *lakhs*). The most important variation from the preceding year was seen in the value of rice, which fell from Rs. 16,72 *lakhs* to Rs. 12,14 *lakhs*. Wood increased by nearly a *crore* of rupees, and mineral oils by nearly 40 *lakhs*. The total value of exports to India declined from Rs. 27,26 *lakhs* to Rs. 23,06 *lakhs*.

The share of Rangoon in the total foreign sea-borne trade fell from 93 *per cent.* to 91; in the Indian trade it rose from 85 to 87 *per cent.*, and in the interportal trade from 41 to 45 *per cent.*

Rangoon Import Trade.

116. The total value of cotton goods imported into Rangoon from India and foreign countries rose from Rs. 9,27 *lakhs* to Rs. 13,21 *lakhs*, and this class of article represented 30 *per cent.* of the aggregate value of private merchandise, as against 40 *per cent.* in the previous year. There was a considerable advance in Indian imports of twist and yarn, while the relatively insignificent imports of this commodity from foreign countries more than doubled in value. Foreign piece-goods increased by nearly 100 *per cent.* in quantity and by more than 100 *per cent.* in value. A feature of the year has been the sudden rise in imports of Japanese grey sheetings and shirtings, which are becoming very popular in the local market. Of coloured, printed or dyed piece-goods Holland sent over six and a quarter million yards, as against two and three quarter million in 1919-20. The overstocking, due to exchange fluctuations, to which a reference has already been made, was particularly noticeable in the piece-goods line of business, and several of the smaller merchants failed in consequence. Indian piece-goods declined from Rs. 2,91 *lakhs* to Rs. 2,32 *lakhs* in value.

The trade in silk showed a further improvement both in volume and in value, the latter rising from Rs. 64 *lakhs* to Rs. 87·34 *lakhs*. There was a substantial increase in the value of raw silk from China, due to the expansion of weaving in the country, the general prosperity of the people and the disproportionate rise in the price of cotton as compared with silk. Goods made of silk mixed with other materials advanced slightly in volume and by more than 50 *per cent.* in value. The bulk of the supply came, as before, from the United Kingdom, but there was a decrease here of some 8,000 yards. Imports from other countries increased, however, by over 13,000 yards. Pure silk piece-goods rose by 230,000 yards, the value of the imports increasing from Rs. 53·74 *lakhs* to Rs. 66·89 *lakhs*. The share of Japan in this business declined from 85 to 75 *per cent.*

There was a considerable increase, from Rs. 13·55 *lakhs* to Rs. 66·04 *lakhs*, in the value of imports of woollen goods, due to the removal of war restrictions on wool, and to the stimulus given to the import trade by the favourable exchange prevailing in the early part of 1920. The figures, of course, are out of proportion to the increase in volume, owing to the general rise in value of woollen materials. The chief exporting country was the United Kingdom, followed, at a long interval, by Japan, Holland and Germany. The value of apparel, excluding hosiery, rose from Rs. 24·7 *lakhs* to nearly Rs. 42 *lakhs*. There was a considerable increase in the value of imports from the United Kingdom, and a slight decrease in the value of those from Japan. Imports of haberdashery and millinery rose in value by nearly Rs. 25 *lakhs* to nearly Rs. 35 *lakhs*. Lace and embroidery, mostly

from Switzerland, and cotton towels, from Japan and the United Kingdom, were the chief contributors to the increase.

The improvement noted in last year's Report with regard to the boot and shoe trade was well maintained, the quantity imported rising by 54, and the value by 120, *per cent.*: 78 *per cent.* of the supplies came from the United Kingdom. Consignments from the United States of America declined by nearly one-third but the value enhanced by 28 *per cent.* The total imports of metals and ores increased from 53,243 tons to 75,259, and their value from Rs. 2,50 *lakhs* to Rs. 4,17 *lakhs*. The figures for 1920-21 represent not merely the current demand for the year, but to a very considerable extent the unsupplied demand of 1919-20. The moulders' strike in the United Kingdom, which is the largest supplier of metals, continued throughout 1919 and into 1920, and greatly retarded the execution of orders placed from Burma.

The value of hardware imports increased from Rs. 53 *lakhs* to Rs. 1,25 *lakhs*. British goods advanced in value from Rs. 25 *lakhs* to Rs. 69 *lakhs*; trade had overtaken the local demand and there was a large exportable surplus. The value of the imports from the United States was nearly doubled, and there was a slighter increase in the value of Japanese goods. Germany, whose share in the trade had been negligible in the preceding year, sent supplies worth Rs. 7·3 *lakhs*. Except for a decline of some Rs. 4,000 in the unimportant item "gas mantles," the increase was shared by every species of hardware, the largest individual advances being made by builders' hardware and implements and tools. The value of machinery rose by 240 *per cent.* to Rs. 1,91 *lakhs*. The respective shares of the United Kingdom, the United States and Germany in the total trade were 53, 30 and 6 *per cent.* All the principal species of machinery showed an increase except that designed for the making of aerated waters.

Provisions and oilman's stores increased in value from Rs. 46·43 *lakhs* to Rs. 82·94 *lakhs*. The shares of the United Kingdom and the United States in the total value of imports rose from 35 and 11 *per cent.* to 42 and 23 *per cent.*, respectively. There was a falling-off in the value of the supplies from the Straits Settlements and Hongkong. Imports from India showed a slight decrease: the principal articles were butter, *ghi* and dried beef. Imports of fish, other than canned fish, showed a slight increase in quantity and value. There was a decline of 4 *per cent.* in foreign imports of this commodity, the bulk of which came, as usual, from the Straits Settlements. Coasting imports improved by 9 *per cent.* in volume and 10 *per cent.* in value, the arrivals from India consisting chiefly of dry unsalted fish from Madras and Bengal.

There was an increase of 34 *per cent.* in the volume and 11 *per cent.* in the value of the salt imported from foreign countries. This was mainly due to Germany's re-entry into the trade. During the

year under report, she sent five big consignments amounting to 23,011 tons which represented 42 *per cent.* of the total quantity imported. Three full cargoes came from Port Said, two from Aden and one from Spain. Only three small consignments arrived from Liverpool by regular liners as against eight in 1919-20. Practically the whole quantity imported went into bond. The balance remaining in bond at the end of the previous year was 15,615 tons, and at the close of the year under review nearly double that quantity. The total net clearances from bond amounted to 39,828 tons as compared with 36,870 tons in 1919-20. At the commencement of the year the price of English salt was quoted at Rs. 130 per 1,000 viss, falling in June to Rs. 127, which rate continued till the end of March. The arrivals of German salt commenced in August and the price was quoted at Rs. 122. But in December the price fell to Rs. 120, dropping further to Rs. 100 in January and this price continued till the close of the year. The price of Aden salt was Rs. 120 throughout the whole year. During the first seven months of the year, the price of Port Said salt remained steady at Rs. 108. It then dropped to Rs. 105 in November and to Rs. 100 in January, the same rate continuing till the end of the year. Spanish salt opened at Rs. 125 but in July the price dropped to Rs. 122, which rate prevailed till the end of October when stocks were depleted. With fresh arrivals in February the price ruled at Rs. 115, dropping to Rs. 105 in March. This fall in prices is attributable to the competition of local salt. Burma imports rose by 10 *per cent.* to 18,575 tons, the price ranging between Rs. 83 and Rs. 110.

Imports of sugar advanced by 6 *per cent.* in quantity, and by 35 *per cent.* in value. There was a continued decline in the imports of Java refined sugar through the Straits Settlements, set off by larger supplies direct from Java. The quantity of imported liquors increased by 49 *per cent.* to 760,463 gallons, a figure still less than half that recorded in 1913-14. The value rose by 96 *per cent.* Ale, beer, porter, cider and other fermented liquors constituted 64 *per cent.* of the total. Spirits increased by 35 *per cent.* and their value doubled; whisky and brandy were the chief contributors to the increase. Imports of gin were larger than in the previous year, but rum declined by nearly 12,000 gallons. There was a rise in the imports of all wines except port, the bulk of which showed a slight decrease, while the value increased.

Foreign imports of tobacco rose in value from Rs. 28·16 *lakhs* to Rs. 48·77 *lakhs*, of which Rs. 46·89 *lakhs* represent the value of cigarettes. There was a considerable expansion of the American trade in the latter article. Imports of cigars declined. Imports of leaf tobacco from India declined in volume, but the value rose by nearly a *lakh* of rupees.

Mineral oils showed a marked decrease of 43 *per cent.* in volume, owing to diminished receipts of fuel oil from Borneo. Kerosene in tins and lubricating oils increased in quantity but declined in value. There was a considerable expansion in the import of motor cars, and the market was overstocked at the end of the year. Twelve hundred and eighteen motor cars were imported as against 689, and 468 motor cycles as against 265. The total value of motor vehicles rose from Rs. 28·72 *lakhs* to Rs. 83·15 *lakhs.*

The total value of arms, ammunition and military stores imported increased by Rs. 3·42 *lakhs.* Larger supplies were forthcoming from the United Kingdom, whose share in the total trade rose from 81 to 92 *per cent.* The total number of firearms imported rose to 1,989, two-thirds coming from the United Kingdom and one-third from the United States. Last year the position was exactly reversed.

Building and engineering materials exhibited a considerable rise in value, principally under the item Portland cement. Six times as much coal was imported from foreign countries as in the previous year: Queensland and Japan supplied the bulk of this, and very little came from England. Cutlery, cycles, earthenware and glassware were imported in greater quantity. The chief decreases were recorded under the items matches and soap. Imports of paper and pasteboard, especially printing paper, showed a marked increase, from Rs. 21 *lakhs* to Rs. 71 *lakhs* in value.

Exports of Rice.

117. The combined exports of husked and unhusked rice from all the ports in Burma (excluding interportal trade), declined from 2,335,111 tons to 2,024,753, but the value rose from Rs. 29,90 *lakhs* to Rs. 31,68 *lakhs.* Exports to foreign countries advanced in bulk from 525,149 to 969,436 tons, and in value from Rs. 7,17 *lakhs* to Rs. 15,17 *lakhs.* Java and North America received very small allotments, but a notable feature of the year was the reappearance as a purchaser of Germany, which but for the great difficulties of finance, would have absorbed considerably more of the rice of Burma. Exports to India decreased from 1,809,962 tons, valued at Rs. 22,73 *lakhs,* to 1,055,317 tons, valued at Rs. 16,51 *lakhs.*

The rice control scheme introduced in January 1920 continued without modification till the end of that year. The price of paddy rose steadily till it exceeded by Rs. 20 the control price of Rs. 180. Up to this time India had been the chief customer, but in April the Bombay market collapsed, and rice destined for that port had to be diverted elsewhere. Allotments to foreign countries were reconsidered, but the rate of export was at first very slow owing to the scarcity of freight and other causes. Shipments were made at a fair rate in the latter half of the year, but on December 1st there were

200,000 tons of white rice still to be shipped. From January 1st, 1921, the control was considerably modified: all restrictions on the movement of rice to India were removed, while shipments to foreign countries were allowed freely under license. The new year opened with prices low, in sympathy with the depressed state of the world's markets. But the Indian demand, stimulated by the removal of control, and a very considerable fall in freights, exceeded the expectations of the Trade. Speculators and Indian shippers were strong buyers, and paddy holders took full advantage of their opportunity, with the result that at the end of March paddy was again at or about the control figure of Rs. 180.

Exports of rice bran to foreign countries declined by Rs. 47,239 tons and Rs. 8·37 *lakhs* to 171,678 tons, valued at Rs. 96·75 *lakhs*. The United Kingdom absorbed nearly 100,000 tons less, but there was a considerable increase in the amount taken by the Straits Settlements. Prices still ruled high, the average price per ton rising from Rs. 48 to Rs. 56.

Exports of other Commodities.

118. Exports of teak from Rangoon rose from 150,690 tons to 177,563, and the value from Rs. 2,31 *lakhs* to Rs. 3,01 *lakhs*. There was a boom at the beginning of the year, followed by as marked a slump. The latter was more pronounced in the home markets, where it occurred far earlier than in the Indian. Exports to the United Kingdom, which proceeded briskly enough till nearly half way through the year, exhibited at its close a net decline of 12,362 cubic tons from the figures of 1919-20. In the case of other foreign countries excess shipments at the beginning of the year were sufficient to effect a net increase in spite of the stagnation which supervened. The countries responsible were Germany and Ceylon: shipments to Natal and the Cape showed a slight decrease. Exports to India, on the other hand, showed a marked, and well distributed, increase, from 106,254 tons, valued at Rs. 1,25 *lakhs*, to 141,811 tons, valued at Rs. 2,02 *lakhs*. The improvement in the Moulmein trade continued. Exports of other woods, both to India and to foreign countries, exhibited a considerable improvement. Mineral oil exports amounted to some 148 million gallons, or 14 million gallons less than in the previous year, which had witnessed the shipment of long accumulated stocks. The foreign demand declined by nearly 50 *per cent.*, but there was a slight increase in the exports to India.

Foreign exports of wax fell off by 5 *per cent.* to 24,085 tons: demand at the beginning of the year exceeded supply, but later the American wax market collapsed, and holders of large stocks were able to wait for a further reduction in prices. An increase in the exports to France and Italy was the result of extended facilities for direct

shipment: in the previous year, as noted in the Report concerned, wax destined for these countries was first exported to Egypt or the United Kingdom, and thence reshipped. There was a large decrease, as from the figures of 1918-19, in exports to South Africa, due to the competition of American wax, whose export had been prohibited during the latter part of the war. Comparison with the year named shows a considerable increase in the exports to China and Japan. (The figures for 1919-20 are considered misleading for the purposes of comparison.) The variations in the export trade to India call for no particular comment. Exports of candles were considerably reduced, owing to the general inactivity of the mining industries and the almost universal introduction of improved methods of lighting.

The stagnant condition of the leather trade in Europe led to a heavy decrease from 7,931 to 3,224 tons of hides and skins exported to foreign countries. Excessive production under the stimulus of war had resulted in overstocking. Cotton had an indifferent agricultural season, and exports declined from 14,720 tons to 9,374. A feature of this year's trade was the fact that exports to Western China overland advanced by over 100 *per cent.* Exports of cotton seed to foreign countries were insignificant, exports of its oil fell from 131,525 gallons to 14,857, the inflated demand from the United Kingdom having returned to the normal. There was a slight increase, in volume and value, of the exports of cotton-oil cake. Cottonseed and cottonseed oil were exported to India in considerably larger bulk than in the previous year. Foreign exports of beans declined by 76,408 tons, and their value by Rs. 1,56 *lakhs*, mainly owing to a slackened demand from Belgium, Holland and the United Kingdom. Exports to India likewise decreased, the Bengal demand falling to practically nothing from over 21,000 tons.

The price of rubber fell still further to Re. 0-13-10 per lb., and foreign exports fell by 16 *per cent.* As usual the United Kingdom took the bulk, but shipments were also made to the Straits Settlements, Ceylon and the United States. No royalty was levied on export during the year. Exports of cutch declined by 31 *per cent.* in quantity and 40 *per cent.* in value. Exports to India also decreased. The absence of any shipments to the Philippines resulted in a large decrease in the foreign exports of shellac, and a similar decline was reported in the coasting trade. Exports of pig lead rose by nearly 100 *per cent.* to 24,553 tons, the United Kingdom, Japan and Hongkong being the chief contributors. Some 3,000 tons of zinc ore were shipped, by way of experiment, to Belgium. Exports of jade increased from 3,370 to 4,472 cwts., and their value from Rs. 7·83 *lakhs* to Rs. 16·40 *lakhs.* As usual Hongkong took practically all.

Distribution of Rangoon Trade.

119. The United Kingdom's share in the foreign trade of Rangoon rose from 43·92 to 45·41 *per cent.*, which is the highest figure recorded since 1915-16. Her share in the import trade increased from 49·91 to 58·38 *per cent.*, while her share in the export trade declined from 38·96 to 27·23 *per cent.* The share of the British Empire in the whole trade of Rangoon remained practically stationary at 71·36 *per cent.* The share of the Straits Settlements declined by about 2 *per cent.*: other variations do not call for comment. European countries accounted for 10·12 *per cent.* of the total trade as against 6·39 : the chief feature is the reappearance of Germany as a customer.

Asia's share declined from 13·94 to 10·71 *per cent.* The only trade of any importance is the Japanese, and this has further decreased from 11·21 to 7·87 *per cent.* There was a slight increase in the trade with Portuguese East Africa, but the trade with this continent is insignificant. Trade with America is practically confined to the United States. The share of that country in the import trade declined from 16·61 to 12·54 *per cent.*, and in the export trade from 3·05 to ·55 *per cent.* : her share in the total trade fell from 9·19 to 7·55 *per cent.*

The combined trade in private merchandise between Rangoon and India declined from Rs. 42,23 *lakhs* to Rs. 38,57 *lakhs* : the falling off occurred in the case of the trade with all provinces except Sind. Trade with Bengal decreased from Rs. 21,00 *lakhs* to Rs. 19,55 *lakhs*, with Bombay from Rs. 11,73 *lakhs* to Rs. 10,95 *lakhs*, and with Madras from Rs. 7,55 *lakhs* to Rs. 6,64 *lakhs*.

Subordinate Ports.

120. The combined share of the subordinate ports of Akyab, Bassein, Moulmein, Tavoy, Mergui, Victoria Point, Sandoway and Kyaukpyu declined from 13·93 to 12·61 *per cent.* of the total trade of the province. All three of the firstnamed ports increased their foreign trade, but a fall in the volume of their coasting trade caused both Akyab and Bassein to show a decrease in the percentage of the total trade which fell to their share. Tavoy and Mergui both reduced their proportion, but in either case the volume of trade involved is negligible.

Intra-Provincial Seaborne Trade.

121. The interportal trade of the Province was, as usual, conducted mainly between Rangoon and the Tenasserim ports : the value of the trade fell by Rs. 32·32 *lakhs* to Rs. 3,78 *lakhs*. The largest individual decrease was shown by Akyab : the decline of Rs. 26·77 *lakhs* occurred almost entirely under imports. Tavoy exhibited a net decrease of nearly Rs. 9 *lakhs*, a decline of some Rs. 12 *lakhs* under imports being set off by an increase of nearly Rs. 3 *lakhs* under

exports. A rise of Rs. 2·39 *lakhs* at Kyaukpyu was due to an improvement in the import trade. There was a sharp decline in the export trade of Sandoway, whose total trade decreased by Rs. 2·81 *lakhs*. Rangoon's figures show an increase of Rs. 3·59 *lakhs*, and those for Mergui a rise of Rs. 1·53 *lakhs*.

Transfrontier Trade: Total Trade.

122. The principal feature of the year has been the decline of the transfrontier trade with foreign countries, consequent on freer movements by sea, and the increase of trade with dependencies resulting from their internal development. Imports from foreign countries fell by 5 *per cent.* from Rs. 1,92 *lakhs* to Rs. 1,82 *lakhs* in value; exports to these lands declined by 8 *per cent.* from Rs. 1,60 *lakhs* to Rs. 1,46 *lakhs*, and the decrease in the total trade amounted to 7 *per cent.*, the figures being Rs. 3,51 *lakhs* and Rs. 3,28 *lakhs* respectively. "Merchandise" and "Treasure" account for 74 and 26 *per cent.*, respectively, of the total trade. There was a decline in the import of raw silk by land, which grew up during the war, and there was a falling off in the export of Indian twist and yarn through Burma to Western China.

China.

123. The most prominent feature in the trade with Western China is a decrease of Rs. 22·58 *lakhs* in the value of Indian twist and yarn exported: no satisfactory explanation is forthcoming for this phenomenon. A decline of Rs. 9·24 *lakhs* in the value of raw silk imported is due, as mentioned above, to freer importation by sea. The value of cotton goods imported rose by Rs. 1·25 *lakh* to Rs. 1·9 *lakhs*, and the continued rise in the importation of tobacco, mostly in the form of cheap cigarettes, deserves remark. Exports of raw cotton and European piece-goods show in each case an increase of some Rs. 5 *lakhs* in value, and of petroleum, fish and jade an advance in the neighbourhood of half a *lakh*. Among the imports sticklac and orpiment increased, and hides and silver decreased, in value. Exports of rupees increased by $1\frac{3}{4}$ *lakh*. Under treaty provisions with China rice is the only commodity which pays an export duty, and salt the only commodity which pays an import duty, to the British Government: certain dues are levied in China on caravans importing merchandise into Burma.

Siam.

124. The improvement, noted in last year's Report, in the trade with Northern Siam, continued during 1920-21. Imports rose by 12 *per cent.* and exports fell by 2 *per cent.*, the value of the total trade rising by Rs. 3·25 *lakhs*, or 6 *per cent.* Elephants and cattle among

the imports together accounted for an increase of Rs. 7 *lakhs*, but teak declined by Rs. 4·16 *lakhs*. All three commodities are subject to wide fluctuations from year to year. The value of silk piece-goods imported advanced by half a *lakh*. The importation of tobacco by this route is insignificant and declining. Of the exports European piece-goods increased in value by over Rs. 1 *lakh*, and European twist and yarn by Rs. ·77 *lakh*. Exports of raw silk rose by Rs. ·62 *lakh*. The largest decrease, Rs. 3·76 *lakhs*, was shown under the head of silver: dyeing materials fell by Rs. ·14 *lakh*.

In the trade with Southern Siam imports fell by 15 *per cent.*, and exports by 2 *per cent.*, the total volume of trade declining by 13 *per cent.*, or Rs. 5 *lakhs*. Imports of raw silk fell by Rs. 5⅓ *lakhs*, presumably owing to the same cause which reduced these imports from Western China: imports of manufactured silk declined by Rs. 1⅔ *lakh*. Cattle, elephants and silver all showed an increase in value. Exports of European piece-goods and twist and yarn increased by over half a *lakh* in value: dyeing material fell by 1⅓ *lakh* and silver by Rs. 20,358.

Trade with Unadministered Kachin Country.

125. Imports from the unadministered Kachin country increased from Rs. 1·74 *lakh* to Rs. 2·2 *lakhs*. As before the only considerable item occurs under the head of silver, which accounted for Rs. 1·86 of the total imports. Exports increased from Rs. 1·89 *lakh* to Rs. 2·4 *lakhs*. Cattle, apparel, Indian piece-goods, and twist and yarn, both Indian and European, were the principal exports.

Trade with the Shan States and Karenni.

126. In the trade with the Northern Shan States imports rose by 29 *per cent.* and exports by three *per cent.*, and the total value by just under one *crore*, or 14 *per cent.* Lead, silver, black and pickled tea and cheroot-wrappers were the commodities which showed the greatest increase of value on the import side. With regard to the first two, reference has already been made, in paragraph 109 above, to the increased activities of the Burma Corporation at the Bawdwin mines. An increase in the number of labourers there employed helps to explain a rise of Rs. 1·75 *lakh* in the exports of rice. The largest individual increase on the export side occurred under the head of iron, and amounted to Rs. 30·52 *lakhs*. The increase is not explained, but was apparently connected with the requirements of the mines. Large decreases also occurred under European piece-goods, Rs. 15·42 *lakhs*, and European twist and yarn, Rs. 5·81 *lakhs*; the purchasing power of several communities was affected by the low price of opium. An increase of Rs. 1·55 *lakh* in the exports of silver coin is due to the removal of the restriction on export. Petroleum showed a decline

of Rs. 8·13 *lakhs*. The miscellaneous import of garden and forest produce, which is of considerable value in the aggregate, exhibited no great change.

There was a general expansion in the trade with the Southern Shan States : imports rose by 8 *per cent.*, and exports by 16 *per cent.*, the total value rising by Rs. 28·75 *lakhs*, or 13 *per cent.* Of the imports potatoes showed the largest increase in value, Rs. 4·87 *lakhs*. Imports of cattle advanced by Rs. 2·63 *lakhs*, of oranges by Rs. 1·44 *lakh*, and of wheat and cheroot-wrappers by Rs. 1·39 *lakh* each. Sticklac showed a decline of nearly Rs. 3 *lakhs* and raw cotton of Rs. 1·84 *lakh*. Of the exports from Burma railway materials, required for the extension of the Southern Shan States Railway from Aungban to Heho, advanced in value by Rs. 16·4 *lakhs*. There was a sympathetic rise of some Rs. 9 *lakhs* in the value of the rice exported. Oils increased in value by nearly Rs. 2½ *lakhs*, and iron by three-quarters of a *lakh*. The only noticeable decrease, Rs. 8·59 *lakhs*, occurred under the head of European piece-goods.

Imports from Karenni increased in value from Rs. 25·25 *lakhs* to Rs. 32·68 *lakhs*. Wolfram, teak and treasure continued to form the principal imports. In each case there was an increase over the figures for 1919-20, and these three commodities account, in the aggregate, for Rs. 31·6 *lakhs* of the total imports. The value of exports to Karenni declined from Rs. 12·33 *lakhs* to Rs. 9·78 *lakhs*, over half of which represents exports of treasure in the form of rupees. The chief decrease occurred under the head of manufactured metals, whose value fell from Rs. 4·19 *lakhs* to ·93 *lakh*. Other commodities are remarkably free from fluctuation : this tendency to remain stable was mentioned in last year's Report. Nor is this commerce of any intrinsic importance : the substantial trade of the country is confined to the large mining and timber companies.

Public Works.

Administrative and General.

127. The few administrative changes that took place in the Public Works Department have already been mentioned in paragraph 2. The total expenditure on roads and buildings during the year rose from Rs. 1,46·83 *lakhs* to Rs. 1,86·5 *lakhs*. There was a further large increase, from Rs. 1,11·54 *lakhs* to Rs. 1,45·31 *lakhs*, under the head of "Provincial Civil Works." Drastic reductions in the budget allotment were made under this head, and it was found impossible to avoid exceeding the grant by some Rs. 24 *lakhs*. It is pointed out that such financing disorganises work and is uneconomical, and a plea is raised for a minimum guaranteed allotment for a number of years, supplemented by such extra grants as the Province can afford

from year to year. Progress was made with the work of hydro-electric survey. A promising site appears to have been discovered on the Namtu River, and the Yunzalin, a tributary of the Salween, seems to be capable of development for a variety of schemes; it possesses the great advantage of being within a reasonable distance of Rangoon.

(*i*) *Roads and Buildings.*

Communications.

128. The total length of metalled roads in the Province outside municipalities and notified areas increased from 2,191 to 2,260 miles, of which all but 125 were maintained by the Public Works Department. The length of unmetalled roads also rose from 10,895 miles to 11,132, of which 3,295 were maintained by local authorities, and the rest by the Public Works Department. The total Provincial expenditure on Communications increased from Rs. 51·28 *lakhs* to Rs. 62·86 *lakhs*, one half of which was spent on original works and one half on repairs; this expenditure of over Rs. 31 *lakhs* on original works is the heaviest ever incurred on this object in the history of the Province. The outlay was fairly evenly distributed throughout the Province and there are very few roads which have not benefited in consequence. The policy which has been adopted in this matter by Government was explained in last year's Report. Road work is severely handicapped by the high cost of material and the difficulties of transport. There appears to be no doubt that the amount of work that can be carried out on roads under the present conditions of stone supply, transport and labour is nearing its maximum. For further expansion machinery will be necessary, and sooner or later Government will be obliged to open up its own quarries, if only to break down the combination of contractors in Lower Burma. The quarries selected must be such as can be connected up directly with the railway system; dumps could then be made at stations where the line meets the road, and thus the average distance of haulage by road materially reduced. A sum of Rs. 1·21 *lakh* was spent on improvements to the Twante-Kungyangôn Road, and Rs. 1·1 *lakh* on improvements to the Shwebo-Ye-u Road. Sums exceeding half a *lakh* in each case were absorbed by the Martaban-Sittang and Henzada-Ngathainggyaung Roads. The above are all metalled. Among the unmetalled roads the largest expenditure was incurred over the construction of a cart road from Palaw to Palauk, Rs. 85,041. Rupees 70,302 were spent on the Mindat-Pe cart road, which was practically completed. The metalling of the Pagaye-Hinduchaung Road was nearly finished. A sum of Rs. ·25 *lakh* being spent on it during the year. Improvements to the Mudôn-Kyunywa Road account for an expenditure of Rs. ·57 *lakh*. Progress was made with

the replacement of temporary bridges by permanent structures. Excluded Local Funds spent Rs. 16·85 *lakhs*, through the agency of the Public Works Department, on communications, as against Rs. 12·49 *lakhs* in the previous year. The most important items of expenditure incurred during the year were Rs. ·52 *lakh* on the improvement of the Tôngyi-Intagaw Road, Rs. ·45 *lakh* on the widening of the bridle-path from Pènwègôn to Thambayagôn, and Rs. ·36 *lakh* on the construction of a road from Kyunywa to Kawet. Rupees 2·46 *lakhs* represent the value of work performed by the Department on communications under the head of "Contribution Works," as against Rs. 1·06 *lakh* in 1919-20.

Buildings, Imperial and Provincial.

129. The total expenditure on Civil Buildings rose from Rs. 28·89 *lakhs* to Rs. 43·29 *lakhs*. The figures include items charged to Imperial and Provincial revenues, as well as to those debitable to Excluded Local Funds, or treated as "Contribution Works." The most important work taken in hand during the year was the erection of the Agricultural College at Mandalay ; the foundations of the main building were partly excavated and it was possible to make a start in laying concrete and building brick work. Subsidiary buildings for college officials were commenced, and three were practically completed by the end of the year. Good progress was made with the construction of the supplementary lunatic asylum at Kokkaing, a sum of Rs. 2·69 *lakhs* being spent in the course of the year. The immediate purpose of the building, which is nearly completed, is to relieve congestion in the old asylum at Rangoon, but it has been designed so as to admit of expansion in case the Rangoon institution, which is in many respects unsatisfactory, should ever be closed down. Rupees 68,000 were spent on the Maymyo Hospital, and Rs. 21,000 on the hospital at Akyab. Further progress was made with the housing of the police, though the erection of a number of small buildings is not very profitable to contractors, who in some cases have been difficult or impossible to obtain. A serious attempt was made to grapple with the problem of providing accommodation for Government servants, gazetted and ministerial, in Rangoon. Temporary quarters were erected in Budd and Cheape Roads : a site was purchased in Prome Road for the erection of flats, and land in the neighbourhood of Tiger Ally acquired for the construction of houses. Estimates were prepared for additional clerks' quarters in East Rangoon.

Miscellaneous Public Improvements.

130. The total expenditure on Miscellaneous Public Improvements under all heads of account declined from Rs. 13·06 *lakhs* to Rs. 11·19 *lakhs*, of which Rs. 6·54 *lakhs* were spent on original works and Rs. 4·65 *lakhs* on repairs. At Kyônmangè three reclamation

schemes, involving an outlay of Rs. 1·14 *lakh*, were completed. Similar schemes at Wakèma and Kyaiklati were held up pending the reformation of the sandbanks removed by previous dredging. Work was put in hand on the reclamation of Mawlamyainggyun. Improvements were effected in the towns of Kalaw, Mawlaik, Dega and Yônthalin. Rupees 37,000 were expended on a scheme, estimated to cost nearly Rs. 2 *lakhs*, for providing for bazaar sheds at Namkhan, an important trade centre at the junction of Burma, China, and the Northern Shan States.

Twenty-one estimates were prepared for various water-supply schemes in the Province, the most important belonging to Meiktila and Shwebo. Of those actually under construction the chief was that of the Pegu Municipality: the work had been delayed by the difficulty of obtaining pipes, but by the end of the year the work of laying the distribution system was well in hand. Ma-ubin's water scheme was nearly completed, and a temporary scheme for Yamèthin was half finished during the year.

Military Works.

131. Military works absorbed Rs. 5·32 *lakhs*, as against Rs. 6·38 *lakhs*. Of the total Rs. 1·94 *lakh* represents original works, and Rs. 3·38 *lakhs* repairs. Rupees 18,000 was spent on the completion of the married men's quarters in the British Infantry Lines, Rangoon. At Maymyo was begun the rebuilding of a British Infantry barrack that had been destroyed by fire. Work was in progress in connection with the new Mule Lines for the XXVth Mule Corps at Mandalay, but one project had to be stopped for want of funds. The same cause has seriously hampered the improvements of the water-supply in the Mandalay Cantonment. The construction of a cantonment market in Northern Town, Mandalay, was put in hand. Sanction was accorded to the installation of electric light and fans in the Indian Station Hospital, Rangoon. A scheme is under consideration for the removal of the Rangoon Cantonment to Mingaladôn.

(*ii*) *Railways and Tramways.*

Railways: Construction and Surveys.

132. The Railways of the Province are worked by the Burma Railways Company, Limited. The total length of open line stands at 1,622·63 miles, the increase of 16·8 miles over the mileage recorded last year being due to the opening of the Aungban-Heho extension at the beginning of 1921. Three new lines were under construction during the year, the Moulmein-Ye Railway, 88·71 miles, the Pyinmana-Taungdwingyi Railway, 66·9 miles, and Alôn-Saingbyin Railway, 26·51 miles. The application of Messrs. Wali Mahomed and

Brothers, Rangoon, for the construction of a railway line from Kyangin to Petye on the branch line terms remained under consideration during the year; the question of surveying a line from Tavoy Anchorage to Yebyu will shortly be referred to the Railway Board. The residents of Natogyi submitted a memorial praying for the construction of a line to connect Natogyi with Myingyan on the west, or with some point on the Rangoon-Mandalay main line to the eastward. The question of a line between Natogyi and Myingyan had been raised in the past, and the project had been entered on a list maintained by the Standing Advisory Committee on Communications. The memorial of the inhabitants was referred to this committee, who were of the opinion that though the scheme was desirable its priority should not be raised above that already accorded to it, and in this view the Local Government concurred.

Accidents and Interruptions.

133. One very serious accident occurred on the main line between Tawwi and Peinzalôk Stations at about half-past ten on the night of July 25th, 1921. The evening up mail from Rangoon collided with a down goods train travelling in the opposite direction. All drivers and firemen and 104 third class passengers were killed outright: 57 others were injured, of whom 20 died later in hospital. The accident was due to two tokens being released at the same time, and this was rendered possible by a contact between the block wires and the telegraph wires. The two Assistant Station-masters concerned were prosecuted under the Indian Railways Act for not exchanging the prescribed bell code signals, and were found guilty by the District Magistrate, Pegu; one was imprisoned for a year and the other for nine months. On June 12th, 1921, at Kawlin, an engine and four goods wagons were derailed owing to the *jemadar* not having set the points correctly. The first fireman was jerked off the tender, and killed by the leading wagon falling on him. On July 23rd, 1921, a material trolly ran into a brake van of a down goods train while the latter was halting to exchange a broken buffer on the sand track above the fourth reverse on the Lashio branch. The three occupants of the trolly were seriously injured: the accident was due to failure to observe the rules governing the use of trollies. Other accidents were unattended by injury to human beings. Of these seventeen were derailments, three of which were caused by collisions due to careless shunting, one by collision with a bull, two by careless handling of points, two by a broken axle-box, one by a broken axle, and the rest by other causes. One engine sustained a breakage of the driving axle without any further damage resulting. On the Myingyan branch there were three cases of fire in wagons full of raw cotton: in each instance the vehicle concerned was burned out, but the fire did not spread.

On May 5th, 1921, the Myingyan branch line was breached between Meiktila and Ingyinsu, and a bridge was washed away. Through communication was restored on May 12th. The main line was also breached in two places on May 5th. The breach between Thazi and Ywapalè was repaired by the same evening, and that between Hanza and Thèdaw by half-past eight on the following morning. The downpour of May 5th was responsible for a landslip between Payangasu and Yinmabin and for breaches near Hlaingdet, all on the Southern Shan States line. Through running was resumed on May 7th. On May 27th heavy rain damaged this line between Hsa Möng Hkam and Heho, but it was made safe for trains the next day. On the Mu Valley section ballast was washed away in several places between Hopin and Taungni on August 6th, 1921: through communication was restored on the same afternoon. On August 21st the north abutment of a bridge near Naba was turned over into the bed of the stream: the damage was rectified by August 25th.

Traffic and Finance.

134. The number of passengers carried on the whole system during the year rose from 33,168,210 to 35,678,145. Gross earnings declined from Rs. 3,29·3 *lakhs* to Rs. 3,26·78 *lakhs*; working expenses rose from Rs. 1,86·13 *lakhs* to Rs. 2,23·22 *lakhs*, and net earnings fell from Rs. 1,43·17 *lakhs* to Rs. 1,03·56 *lakhs*. The decrease is almost entirely due to the main line, where gross earnings fell by Rs. 3·2 *lakhs* to Rs. 2,93·67 *lakhs*, and working expenses increased by Rs. 34·76 *lakhs* to Rs. 1,98·43 *lakhs*, the net earnings being reduced accordingly by Rs. 37·96 *lakhs*. A capital outlay during the year of Rs. 44·95 *lakhs* raised the total capital outlay from the commencement of operations to Rs. 18,25·51 *lakhs*. The train mileage run increased from 5,554,302 to 5,625,051, but the average earnings per mile per week fell slightly from Rs. 423·4 to Rs. 418·83. The average earnings per train mile declined from Rs. 5·34 to Rs. 5·22, and the average expenses increased from Rs. 2·95 to Rs. 3·53. The percentage of expenses to earnings rose from 55·13 to 67·57, and that of net receipts to capital outlay decreased from 7·55 to 5·26. Among the chief items of expenditure were the construction of five new crossing stations, the replacement of certain timber trestle bridges between Mogaung and Myitkyina by steel girder bridges, the remodelling of Tharrawaddy Station and the relaying of five miles of the Lashio branch with 60-lb. rails.

The capital outlay on the Pegu-Moulmein Railway during the year was Rs. 1·93 *lakh*; this raised the total expenditure to date from Rs. 1,53·84 *lakhs* to Rs. 1,55·78 *lakhs*. Train mileage increased from 551,841 to 562,489: the average earnings per mile per week fell from Rs. 368·25 to Rs. 364·94, but the average earnings per train mile

advanced from Rs. 4·02 to Rs. 4·12, and average expenses from Rs. 2·48 to Rs. 2·96. Gross earnings declined from Rs. 23·38 *lakhs* to Rs. 23·18 *lakhs*, and expenses increased from Rs. 14·4 *lakhs* to Rs. 16·64 *lakhs*. The percentage of expenses to gross earnings increased from 61·59 to 71·81, and the percentage of net receipts to capital decreased from 5·84 to 4·19. The mean mileage worked was 122·12.

The total capital outlay on the Henzada-Kyangyin Railway was further reduced by Rs. 16,685, representing the sale proceeds of wagons, written back from capital to revenue. The train mileage showed a slight increase from 127,990 to 128,454. Gross earnings rose from Rs. 3·72 *lakhs* to Rs. 3·81 *lakhs*, and working expenses from Rs. 2·76 *lakhs* to Rs. 3·14 *lakhs*. The rate of expenses to earnings rose from 73·35 to 82·37 *per cent.*, while that of net receipts to capital fell from 1·55 to 1·04 *per cent.* The mean mileage worked was, as in the previous year, 65·66.

The total capital outlay on the Thazi-Aungban section of the Southern Shan States Railway was reduced by Rs. 3·86 *lakhs* during the year. This is due to a write-back, under the orders of the Railway Board, of certain charges incurred on the Aungban-Heho section, to whose accounts the sums involved have now been transferred. The train mileage increased from 102,443 to 141,755; gross earnings rose from Rs. 5·29 *lakhs* to Rs. 6·13 *lakhs*, and working expenses decreased from Rs. 5·3 *lakhs* to Rs. 5·01 *lakhs*. As against a loss of Rs. 238 on the year's working the line showed a net profit of Rs. 1·12 *lakh*, and the rate of expenses to gross earnings declined from 100·04 to 81·69 *per cent.*

Surveys were in progress in connection with the Namtu Railway connection and the Chatthin-Yindaik project: the former was completed. The expenditure incurred on the new lines referred to at the beginning of paragraph 132 above amounted to Rs. 19·52 *lakhs*.

Tramways.

135. The number of passengers carried by tramways in Rangoon increased by 1,509,536 to 26,898,655. The running mileage was computed at 1,916,752, as against 1,791,151 in the preceding year, an increase of 125,601. The total receipts amounted to Rs. 14·43 *lakhs*, as against Rs. 13·06.

The number of passengers carried on the Mandalay Tramways increased from 4,442,623 to 4,650,547, though there was a slight decrease, from 446,401 to 441,043, in the mileage run. Traffic receipts amounted to Rs. 3·77 *lakhs* as against Rs. 3·57 *lakhs* in the preceding year. There was one fatal accident, caused by a child running for cinema leaflets and dashing into a car.

There was a considerable improvement in the state of the permanent way of the Mandalay-Madaya Light Railway. The worst sleepers have been renewed, and defective fish-plates and fish-bolts replaced along the greater part of the length of the line. The chief difficulty that has been encountered has arisen in connection with labour, which is very hard to obtain. Points and crossings are still unsatisfactory, especially at Zegyo. Attention has been paid to the important matter of bridging. Eighty new axles were received for the rolling stock, and a new type of central spring buffer is now being constructed. Coal is being tried as fuel on the locomotives instead of wood. A complete set of new rules and working instructions was drafted by the Government Inspector of Railways, in consultation with the Agent, Burma Railways. The most unsatisfactory feature of the line is its earth formation. A somewhat unsatisfactory arrangement, involving two level crossings, has been made with the Mandalay Municipality with regard to the portion of the line between C and D Roads. With regard to the length from Obo northwards orders have not yet been passed on the suggestion that Government should bear the expense of widening the embankment to enable cart and rail traffic to be separated. The western slope of the bank is also in urgent need of repairs in certain places. The line remained under the same management as in the previous year.

(*iii*) *Canals.*

Navigation Canals.

136. The Pegu-Sittang Canal was maintained in good working order throughout the year. No trouble occurred from the blocking of weeds between Thanatpin and Tawa. The temporary sluices designed for this section of the canal were put in early in the season immediately after the rains, and were utilised while there was an excess of water in the canal. The permanent sluices were kept in good order and gave no trouble. There was a long period of heavy rainfall from about the middle of July to the middle of August, which resulted in heavy floods in the canal. The deepening of the canal between the 32nd and 37th miles was put in hand, but progress was slow, as one of the new dredgers brought up for the purpose required considerable adjustments and alterations. Maintenance charges declined from Rs. 70,565 to Rs. 50,396. The gross revenue fell from Rs. 2·21 *lakhs* to Rs. 1·98 *lakh*; the figure is well above the average, but 1919-20 was an exceptional year owing to the boom in rice. Working expenses rose from Rs. 1·35 *lakh* to Rs. 6·69 *lakhs*, owing to the inclusion of the cost of the new dredger bought for the canal.

The net revenue from the Twante Canal, which was constructed solely for purposes of navigation, rose from Rs. 3·07 *lakhs* to Rs. 4·54

lakhs. The canal was maintained efficiently during the year ; sections of the canal are taken every two months to locate any heavy silting or scouring, and generally it has been found that the waterway has maintained nearly the same state as when opened out in 1917. The Shwetachaung Canal, between Mandalay and Madaya, is used both for navigation and irrigation : ordinary maintenance cost Rs. 5,609 as against Rs. 3,915 in 1919-20.

Irrigation.

Major Irrigation Works.

137. There are in the Province four irrigation works classed as "Major," namely the Mandalay, Shwebo, Môn and Ye-u Canal Systems. The total capital outlay on these at the end of the year rose from Rs. 2,24 *lakhs* to Rs. 2,29 *lakhs*, and the amount expended during the year was Rs. 5·25 *lakhs*, as against Rs. 41,728. The area irrigated or benefited decreased from 317,395 to 317,186 acres. The gross revenue receipts decreased from Rs. 16·51 *lakhs* to Rs. 14·05 *lakhs*, while working expenses increased from Rs. 8·44 *lakhs* to Rs. 8·77 *lakhs*. The net revenue declined from Rs. 8·06 *lakhs* to Rs. 5·28 *lakhs*, and the percentage of net revenue to capital outlay from 3·63 to 2·3.

The area irrigated by the Mandalay Canal increased from 63,843 acres to 64,980, owing to the improved price of paddy, which stimulated cultivation. The rainfall over the irrigated tracts and in the catchments feeding the several irrigation system was the worst recorded for a great many years. The supplies from the Chaungmagyi Stream were very deficient, and a stringent system of rotational watering, never before found necessary, had to be introduced on the Mandalay Canal. Gross revenue fell from Rs. 4·37 *lakhs* to Rs. 3·44 *lakhs* ; working expenses rose from Rs. 1·35 *lakh* to Rs. 1·48 *lakh*, and net revenue fell from Rs. 3·02 *lakhs* to Rs. 1·96 *lakh*. The decrease in gross revenue in spite of the increase in the irrigated area is chiefly due to the fact that arrears amounting to Rs. 56,084 were collected in 1919-20, while of the current demand for that year only Rs. 7,920 were outstanding : at the close of 1920-21 the outstandings amounted to Rs. 52,386. The construction of numerous petty works was the chief cause of the rise in expenditure.

The area irrigated by the Shwebo Canal decreased from 150,494 to 144,689 acres. As in Mandalay the rainfall was very deficient, and water was not available for irrigation till August 1st, 1920. Owing to the late start irrigation water was in demand until the beginning of December, or about a month later than usual, but the river fell rapidly in November, and failures were unusually numerous. The large decline in the irrigated area was due to a decrease in the area

under the main paddy crop, owing to the unpromising early rainfall. The area under onions and hot-weather paddy showed an increase. Gross revenue fell from Rs. 8·02 *lakhs* to Rs. 6·6 *lakhs*, and working expenses from Rs. 3·83 *lakhs* to Rs. 3·74 *lakhs*. Net revenue amounted to Rs. 2·84 *lakhs* as against 4·2 *lakhs* in 1919-20.

The gross area irrigated by the Ye-u Canal was 55,401 acres, of which 51,876 were matured. Remissions reduced the latter area to 51,314 acres, the corresponding area for the previous year being 50,854 acres. Gross receipts fell from Rs. 98,510 to Rs. 96,361, but working expenses rose from Rs. 1·4 *lakh* to Rs. 1·82 *lakh*, and the year closed with a deficit of Rs. 85,590 as against a deficit of Rs. 42,290.

The Môn Canals irrigated 55,641 acres as against 62,537. There was extension of cultivation in the uplands, and, as in the previous year, the low floods of the Irrawaddy permitted a large area of *tazè* paddy to be sown. Gross receipts fell from Rs. 3·12 *lakhs* to Rs. 3·05 *lakhs*, but whereas at the end of 1919-20 Rs. 75,000 outstanding, the arrears at the end of 1920-21 amounted to Rs. 1·48 *lakh*, or nearly double that sum. Working expenses declined from Rs. 1·87 *lakh* to Rs. 1·72 *lakh*, and net revenue increased from Rs. 1·25 *lakh* to Rs. 1·33 *lakh*.

Minor Irrigation Works.

138. Nearly all the irrigation works classed as "Minor" lie in Upper Burma. Many miscellaneous repairs and improvements were carried out, of which the most important was, perhaps, the diversion of the Myaungmadaw Canal of the Salin system, the earthwork for which was put in hand. Further surveys were made of the Man River to ascertain the possibilities of a syphon crossing for feeding the proposed South Man Canal. Surveys in connection with the Panlaung Improvement Scheme were continued.

In the Mandalay District the area irrigated from the Shwetachaung Canal showed a slight decline from 13,333 acres to 13,201, the decrease being due to insufficient rainfall. The revenue fell from 68,771 to Rs. 66,341. The area irrigated from the Mu Canal fell from 12,111 to 658 acres, and the revenue from Rs. 17,758 to Rs. 825 : the reason for this extraordinary variation was the unsatisfactory nature of the rainfall.

The acreage irrigated by the canal systems taking off from the Panlaung and Zawgyi Rivers in the Kyaukse District was 139,852 as against 139,204. An increase of some 6,000 acres under the main rice crop was balanced by a nearly equal decrease in the land under white beans. Revenue fell slightly from Rs. 6·42 *lakhs* to Rs. 6·4 *lakhs*, owing to the remissions granted in respect of crops which received initial watering from the canals, and later failed to mature.

In the Minbu District the area irrigated by the Man Canal increased slightly from 16,126 acres to 17,495, the improvement being due to better river supplies. Revenue increased from just under Rs. 1 *lakh* to Rs. 1·15 *lakh*. The Salin Canals Tract was less fortunate in its water supply, and the irrigated acreage declined from 21,341 to 17,970, and the revenue from Rs. 74,626 to Rs. 65,807. The revenue from minor irrigation works in the same district rose from Rs. 638 to Rs. 1,473 ; a larger area was benefited owing to the absence of untimely heavy floods in the Irrawaddy.

In the Myingyan District the area irrigated by the Kanna Tank declined from 2,218 acres to 1,410, and that irrigated by the Pyogan Tank from 748 to 325 acres. There was a corresponding decrease in the revenue. The heavy downpour of the first week of May 1920 filled the Meiktila Lake to 1·75 feet above its full supply level, but the later rains were scanty, and irrigation from the southern portion practically ceased after September. The area irrigated fell from 32,400 to 30,382 acres. The Nyaungyan-Minhla Tank experienced similar conditions. Several of the minor irrigation works were damaged by the floods, and obtained no fresh supplies after they had been repaired. Irrigation in the Magwe and Yamèthin Districts also suffered considerably from drought.

As compared with that recorded for the previous year the gross revenue from all minor irrigation works in Upper Burma declined from Rs. 13·46 *lakhs* to Rs. 9·54 *lakhs*. Working expenses fell slightly from Rs. 6·03 *lakhs* to Rs. 6·01 *lakhs* and net revenue from Rs. 7·43 *lakhs* to Rs. 3·54 *lakhs*.

CHAPTER V.

REVENUE AND FINANCE.

REFERENCES—

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Report on the Maritime Trade and Customs Administration of Burma for the official year 1920-21.

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Report on the Administration of the Excise Department in Burma during the year ended the 31st March 1921.

Report on the Administration of Salt Revenue in Burma during the year 1920.

Note on the Administration of the Stamp Revenue in Burma during the year 1920-21.

Note on the Working of the Income-tax Act, VII of 1918, in Burma for the year 1920-21.

Report on the Forest Administration of Burma for the nine months ended the 31st March 1921.

Report on the Working of the Rangoon Municipality for the year 1920-21.

Report on the Reclamation of Rangoon Town Lands for the year 1920-21.

Resolution reviewing the Reports on the working of Municipal Committees in Burma (except Rangoon) during the year 1920-21.

Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.

Statistical Abstract for British India, Volumes II and IV.

Provincial Settlement.

139. The receipts and expenditure of the Province, other than those pertaining to local authorities, are divided between the Imperial and Provincial Governments in accordance with the terms of what is known as the Provincial Settlement. The existing Provincial Settlement was drawn up in 1907, but its terms were modified in 1911, with a view to converting large fixed assignments, which the Province then received from Imperial Revenues, into shares of growing revenue. The original Provincial Settlement was described in the Report on the Administration of Burma for the year 1907-08, and the subsequent modifications were summarised in the Report on the Administration of Burma for the year 1911-12. In 1915-16, in view of the fact that the Settlement had proved less favourable to the Province than had been anticipated, an additional recurring assignment from Imperial to Provincial Revenues of Rs. 15·11 *lakhs* was sanctioned, and a progressive guarantee was given of a minimum total growing revenue advancing by Rs. 8 *lakhs* a year from Rs. 479·46 *lakhs* in 1911-12 up to Rs. 575·46 *lakhs* in 1923-24, and thereafter a minimum total revenue of the latter

amount exclusive of assignments. No modification was made in the year of report or in the four preceding years.

Gross Revenue and Expenditure.

140. The gross receipts of the Province in the year of report rose from Rs. 15,22·07 *lakhs* to Rs. 27,02·35 *lakhs*. This increase was common to both Imperial and Provincial receipts, the former rising from Rs. 5,67·98 *lakhs* to Rs. 7,42·63 *lakhs*, and the latter from Rs. 6,77·36 *lakhs* to Rs. 15,96·95 *lakhs*. All other heads showed a similar increase. Deposits of District and District Cess Funds rose from Rs. 57·97 *lakhs* to Rs. 66·03 *lakhs*, receipts of other Funds from Rs. 1,05·73 *lakhs* to Rs. 1,31·86 *lakhs*, and of Municipalities from Rs. 1,13·02 *lakhs* to Rs. 1,64·86 *lakhs*. There was also a general increase in expenditure, Imperial Expenditure rising from Rs. 67·08 *lakhs* to Rs. 73·7 *lakhs*, Provincial from Rs. 6,65·67 *lakhs* to Rs. 8,30·61 *lakhs*, that of District and District Cess Funds from Rs. 52·41 *lakhs* to Rs. 57·77 *lakhs*, that of other Funds from Rs. 1,00·68 *lakhs* to Rs. 1,64·8 *lakhs* and that of Municipalities from Rs. 1,08·41 *lakhs* to Rs. 1,42·98 *lakhs*. These figures include the transactions of the Rangoon Port Trust, the Akyab Port Fund, the Rangoon Municipality, the Rangoon Pilot Fund and the Moulmein Municipality, though they do not bank with Government.

(a) IMPERIAL REVENUE AND FINANCE.

[*In this section are discussed sources of revenue or expenditure which are partly, as well as those which are wholly, Imperial.*]

Total Imperial Figures: Notable Variations.

141. The net increase of Rs. 1,74·65 *lakhs* in Imperial receipts was the result of a gross increase of Rs. 1,76·64 *lakhs*, due largely to the head "Customs," and in a less degree to "Transfers between Imperial and Provincial Revenues," "Income-tax" and "Land Revenue," combined with a gross decrease of Rs. 1·99 *lakh*. The latter occurred chiefly under "Irrigation—Major Works," "Opium" and "Salt." The large increase of Rs. 1,40·03 *lakhs* under "Customs" is due to the revival of trade, the rise of prices, and the abolition of the rice control. The increase under "Transfers" is due to larger assignments from Provincial Revenues on account of revision of rates of Income-tax, and to loss on exchange over home transactions. The rise of Rs. 11·36 *lakhs* under "Income-tax" is due to the large profits made by firms and private companies in 1919-20, on the figures for which the assessment was based. The improvement

of Rs. 7·28 *lakhs* under "Land Revenue" is due to the collection of arrears and to an increase in Fishery Revenue and Capitation-tax. The decrease under "Irrigation" is due to the unfavourable rainfall, to which reference has been made in the concluding paragraphs of the last chapter : that under "Opium" to the restriction of sales, and that under "Salt" to a falling off in the excise duty levied on that commodity.

The net increase of Rs. 6·63 *lakhs* in Imperial expenditure is the resultant of a gross increase of Rs. 8·13 *lakhs* and a gross decrease of Rs. 1·5 *lakhs*. The increase occurred chiefly under "Customs," "General Administration" and "Scientific and Miscellaneous Departments" : in the two former cases the revision of salaries was the principal cause : in the last the Hydro-Electric Survey and the Census account for the enhanced expenditure. "Military Works" is the head responsible for over two-thirds of the gross decrease : there was a smaller outlay under "Special Demands—Original Works," smaller decreases occurred under "Civil Works, in charge of Public Works Officers" and "Interest on other obligations." The former was due to smaller outlay on Post Office and Telegraph Buildings, the latter to larger withdrawals from the General Provident Fund.

Land Revenue.

142. The gross receipts under "Land Revenue" for the financial year increased from Rs. 4,72·03 *lakhs* to Rs. 4,90·91 *lakhs*. The figures include collections of ordinary revenue for 1919-20 postponed to 1920-21, and there was an improvement in the Fishery Revenue and Capitation-tax, partly counterbalanced by a fall under *Thathameda*-tax and Petroleum Revenue. Under the terms of the Provincial Settlement three-eighths of the receipts are allotted to Imperial and the rest to Provincial Funds. The amounts credited to each respectively rose from Rs. 1,75·54 *lakhs* to Rs. 1,82·83 *lakhs*, and from Rs. 2,96·48 *lakhs* to Rs. 3,08·08 *lakhs*. Expenditure under this head is wholly debitable to Provincial Funds, and rose from Rs. 67·53 *lakhs* to Rs. 76·94 *lakhs*. The head includes receipts derived from the land tax, or land revenue proper, which is dealt with in Chapter II of this Report, and various other items detailed below. Collections of land revenue proper due for the year 1920-21 amounted to Rs. 3,13·51 *lakhs*, and arrears of the year 1919-20 collected during the year of report amounted to Rs. 3·77 *lakhs*, the total collections thus arriving at the figure Rs. 3,17·27 *lakhs*. The corresponding figures for the previous year were Rs. 3,02·48 *lakhs*, Rs. 1·28 *lakh* and Rs. 3,03·76 *lakhs*.

Collections of capitation-tax in Lower Burma declined from Rs. 55·53 *lakhs* to Rs. 55·04 *lakhs*, though the number of persons assessed rose from 1,390,454 to 1,391,696. Remissions fell from

Rs. 1·77 *lakh* to Rs. 1·76 *lakh*. The more important increases in the number of assessees occurred in Toungoo, Pegu and Insein, and the chief decreases in Henzada, Pyapôn and Prome. The number of persons exempted rose from 200,063 to 208,314. The increase is almost entirely due to the fact that owing to the advance collections made in Kyaukpyu in 1918-19, the tax was not levied in this district in 1919-20. Consequently there were no exemptees in the latter year, as against 8,075 in the year under review. There was a considerable decline in the number of persons exempted on account of the payment of income-tax ; this should really have occurred in the previous year, but the raising of minimum limit of income taxable under the Income-tax Act appears to have escaped notice at first. Outstandings increased from Rs. 11,132 to Rs. 18,789, the Kyaukpyu District showing arrears of over Rs. 1,000 in excess of the provincial total for the previous year. Collections of land rate in lieu of capitation-tax increased slightly to Rs. 1,12,694 ; the variation does not call for comment.

Collections of *thathameda* in Upper Burma showed a slight falling off from Rs. 40·07 *lakhs* to Rs. 39·42 *lakhs*, though the number of assessable households increased by nearly 2 *per cent.* to 903,059. Remissions increased from Rs. 60,882 to Rs. 1·47 *lakhs*, owing to the unfavourable season. The number of exempted households increased by 1,698 to 112,681, due in the main to a remarkable rise under "newly married couples."

The demand of current fishery revenue increased from Rs. 36·67 *lakhs* to Rs. 38·41 *lakhs*. License fees rose by Rs. 33,000, and the demand in respect of leased fisheries was Rs. 1·41 *lakhs* higher than that for 1919-20. The season in Lower Burma was not so good owing to a deficiency in the later rains, but, except in the Pegu District, rents were collected with little difficulty, and remissions were not serious. Collections in the Irrawaddy Division increased by nearly one *lakh* of rupees, and in Tenasserim by some Rs. 59,000. Collections in Upper Burma rose by Rs. 38,852, Bhamo being responsible for half the increase. Remissions of current revenue for the province declined from Rs. 49,805 to Rs. 38,231, and the outstanding balance from Rs. 17,780 to Rs. 16,988. Total collections of current revenue advanced from Rs. 35·99 *lakhs* to Rs. 37·86 *lakhs*.

Collections of miscellaneous land revenue declined from Rs. 47·52 *lakhs* to Rs. 40·97 *lakhs*. The bulk of the revenue was, as usual, derived from "petroleum, rubies, jade and amber," and it is to a fall of over five and a half *lakhs* under this head that the provincial decrease is mainly due. As explained, however, in last year's Report, the figures for 1919-20 were swollen by large arrears of revenue which should have been paid in the two preceding years ; the true annual decrease was considerably less. A fall of Rs. ·89 *lakh* under the head of "Other minerals" reflects the depression in the mining industry, to which a

reference has already been made in Chapter IV above. The Local Government suspended, with effect from January 1st, 1921, and till further orders, the levy of rents and royalties in respect of all tin and wolfram mining concessions in Burma. Rents of town lands not credited to Local Funds showed a slight increase, from Rs. 3 *lakhs* to Rs. 3·05 *lakhs*, while receipts under the Village Act fell from Rs. 2·18 *lakhs* to Rs. 1·76 *lakhs*. In the case of most of the districts concerned this decline is attributed to a reduction in the amount of fines imposed on villages.

Canal (Navigation and Irrigation) Revenue.

143. Paragraphs 90, 136, 137 and 138 of Chapter IV deal with the works for protection, navigation and irrigation of the Province and the revenue obtained from them in the year of report. Receipts and expenditure on "Major Works" are wholly Imperial; those on others are wholly Provincial. The only "Major Works" in the Province are the Mandalay, Shwebo, Môn and Ye-u Canals, which are Irrigation Works, and the Twante Canal, which is Navigation Work.

Sources of Imperial Revenue other than the Land.

144. Both receipts and expenditure under the head "Customs" are classified as "Imperial," and the former do not include the import duty on salt. The total collections for the year increased from Rs. 1,92·65 *lakhs* to Rs. 3,32·68 *lakhs*. The causes of this fluctuation have been explained in paragraphs 114—121 of this Report. The expenditure on "Customs" increased from Rs. 7·85 *lakhs* to Rs. 9·54 *lakhs*, and the net revenue under this head from Rs. 1,84·8 *lakhs* to Rs. 3,23·14 *lakhs*.

Customs.

145. Under the head "Opium" in the Imperial accounts there is no expenditure in Burma, and the receipts include only the payments made by the Government of Burma to the Government of India for the purchase of opium. All other receipts and expenditure in connection with the drug are included under the head "Excise." In the year of report the Government of Burma spent Rs. 5·15 *lakhs* on the purchase of opium as compared with Rs. 5·67 *lakhs* in the previous year.

Opium.

146. No changes were made in the law, or in the rate of duty during the year under report. But some changes were introduced in the period covered by licenses: these may now be issued so as to come into force from the date of issue, and to terminate on the 31st

Salt—General.

of December in the first or third year. Rules regulating the issue of salt duty free to manufacturers for use in their business were promulgated: the former limit of Rs. 150 for credit issues was raised, and Commissioners were empowered in exceptional cases, and on good security, to sanction salt issues on credit up to a limit of Rs. 1,000. No addition was made to the ten districts in which the system of direct taxation was in force in the previous year. The total revenue from Burma-made salt and customs duty on imported salt, including salted fish, was Rs. 31,26,585 as against Rs. 32,03,381 for the preceding twelve months.* The duty on imported salt increased by Rs. 1 *lakh*, while there was an insignificant decline in the duty levied on imported salted fish. Composition duty rose by some Rs. 8,000 to Rs. 27,097, but direct duty fell from Rs. 18·79 *lakhs* to Rs. 16·98 *lakhs*. As was pointed out in last year's Report the industry needs to improve its methods and reduce the cost of production if it is to compete successfully with the foreign import trade. An obstacle to progress is the intense conservatism of the salt boiler, a quality which he shares with his brothers in many lands. But the model boiling factory at Panga and the solar evaporation experiment which is being conducted by Government at the same place have at last roused a certain amount of interest, and it is a hopeful sign that a deputation of salt-boilers from Hanthawaddy journeyed to Panga on a tour of inspection. The question of fuel supply is still a serious difficulty. Previous arrangements having proved unsatisfactory in Amherst District the Forest Department in the year under report agreed to supply fuel indented for through the Salt Department, on condition that the latter made itself responsible for the collection of the price and royalty. The effect was to grant the salt-boiler an interest-free loan till he could sell his salt, but for some reason which it is difficult to understand it aroused opposition from the very people whom it was designed to benefit. Burma salt is generally reported to be preferred to foreign for the purpose of curing fish. The better qualities are naturally used with the choicer fish, and the issue really is not between Burma and foreign salt, but between different qualities of salt, the choice depending on the standard of curing aimed at. The higher grade Burma salt is not readily distinguishable from foreign, and there is reason to believe that much of it is passed off as such, at a higher price, by the enterprising middleman. The cost of the establishment, excluding expenditure incurred on the special experiments noted above, rose from Rs. 97,510 to Rs. 99,319: the slight increase is

* The last Report on the Administration of Salt-Revenue in Burma covered the period from January 1st, 1919, to March 31st, 1920. Two sets of statistics were appended to it, one covering the year from January to December, the other the year from April to March. The latter figures are here quoted: the General Administration Report for 1919-20 gave the statistics for the Calendar year 1919.

mainly due to the entertainment of an Assistant Superintendent during the last quarter of the year.

Supplies of Salt.

147. The total estimated consumption declined from 101,111 tons to 94,167, a difference of 6 *per cent.*; the average annual consumption per head fell from 18·05 to 17·41 pounds. At the close of the year stocks in bond amounted to 41,841 tons as against 32,267. The average wholesale price per maund of imported salt declined from Rs. 4-6-6 to Rs. 4-4-2, while that of Burma salt declined slightly from Rs. 2-12-7 to Rs. 2-11-6. Retail prices, which do not distinguish between Burma and foreign salt, averaged Rs. 4-11-9 as compared with Rs. 4-15-1.

The number of licenses in the composition duty districts rose from 737 to 990, and the estimated output from 42,319 maunds to 52,652. In Shwebo and Sagaing adverse agricultural conditions caused people to turn to salt manufacture for a living. In the direct duty districts the number of licenses declined by two to 491, and the estimated output from 1,822,438 to 1,444,015 maunds. This decrease in output was universal except in Arakan, and is attributed to bad prices, and difficulties in connection with fuel and labour and heavy rainfall. The incidence of duty in the direct duty districts remained unaltered at Rs. 5-7-6 per hundred viss, which is equivalent to the duty on imported salt. In the composition duty districts the average duty per maund was Re. 0-7-6; the incidence varied from two annas in Sagaing to Re. 1-5-4 in Pakôkku. No cases of smuggling were detected during the year, but there were four cases of illicit removal and an attempt to commit a fifth offence of this nature was frustrated by the Excise Staff.

Excise—General.

148. The principal features of the year were the continued increase in the imports of foreign liquor, the recrudescence of the smuggling of morphia and cocaine, and a further decline in the province's consumption of opium. Temperance propagandists continued their activities in many districts. At present the movement is actuated by zeal rather than discretion, and in many cases the pressed convert merely turns from open to secret drinking, which means that he is forced to obtain his supplies from illicit sources. Relations between the Police and Excise Staffs continued to be satisfactory, though competition over the earning of rewards has possibly discouraged in some cases the free interchange of information which is necessary to success. The number of arrests fell by 238 and of convictions by 321. The percentage of convictions to arrests rose from 83·2 to 84.

The gross receipts for the year showed a very slight decrease, from Rs. 1,03·8 *lakhs* to Rs. 1,03·35 *lakhs*. Revenue from alcoholic liquor rose by Rs. 3·49 *lakhs*, but opium receipts showed a further decline from Rs. 39·58 *lakhs* to Rs. 35·8 *lakhs*. There was a slight decrease, also, under fines and forfeitures. Total expenditure increased by Rs. 135 to Rs. 13,30,399. The gross demand for the year was Rs. 1,08·77 *lakhs* as against Rs. 1,09·86 *lakhs*, and the net demand Rs. 1,08·42 *lakhs* as against Rs. 1,09·43 *lakhs*. Of the net demand Rs. 4,638 remained outstanding, but on the other hand Rs. 11,566 were collected in advance for the coming year, making the gross realisations Rs. 1,08·49 *lakhs*. The difference between this figure and the gross receipts of Rs. 1,03·35 *lakhs* represents the cost price of the issues of opium at Rs. 13 per *seer*.

Excise : Opium.

149. The systematic revision of allowances, referred to in the corresponding paragraph of last year's Report, was continued, and revenue declined accordingly : other contributory causes of the decrease were the cessation of work at the Tavoy Mines and the heavy fall in the frontier price of Shan and Chinese opium, which had an immediate effect on shop sales. The net gain on the issues of Excise opium fell by Rs. 3·74 *lakhs*. Prome, Katha (excluding the new accretions), Tavoy, Bhamo and Myitkyina were the districts chiefly responsible for the reduction of issues to shops, which were 4,264 *seers* less than in the previous year. The incidence of consumption per thousand of the population fell from 4·25 to 3·85 *seers*. This figure is considered eminently satisfactory. But for one set-back in the middle of the war the decrease has been remarkably steady since 1904-05, when the incidence of consumption stood at 9·05 *seers*. In several districts the Deputy Commissioner is of opinion that the allowances have been reduced as low as possible without driving the consumer to illicit sources : in two districts the existing allowances are reported to be inadequate ; in some, on the other hand, more remains to be done in the direction of reduction. Chinese Advisory Committees were abolished during the year, as foreshadowed in last year's Report. In Hanthawaddy was introduced the experiment of requiring the certificate of the village headman, countersigned by the Group Chairman, in support of every claim to be a *bonâ-fide* consumer. Seizures of contraband opium attained a record figure in Upper Burma, the low price of transfrontier opium, and the difficulty of adequately patrolling the border, encouraging the import of illicit supplies by land. The measure of success reaped by the preventive staff may be gauged by the fact that the price of contraband opium on the frontier was Rs. 14 per *seer*, whereas in Rangoon it fluctuated between Rs. 210 and Rs. 250. The tale of seizures is no criterion of

the activity of the smugglers, and until the Chinese authorities resume the policy of vigorous suppression there is little hope of any immediate change. Foreign opium is ousting Indian opium from the illicit market, and large amounts of Shan opium found their way into Lower Burma. The figures also indicate a large illicit re-export trade in Rangoon itself. A decrease in the hawking of shop opium is generally reported. There is no indication of any increase in the opium habit, and it is difficult to say whether there has been a decrease. But public opinion is certainly becoming more vocal against the Burman consumer, and even Chinamen have in places been persuaded to abandon the habit. It seems to be generally agreed that opium is not being replaced as a drug by morphia or cocaine.

The normal wholesale price of excise opium to licensed vendors was, as before, Rs. 100 per *seer* throughout the Province, this rate being modified on a sliding scale dependent on the size of the allotments made to individual vendors. Except in the case of one remote shop the retail price to consumers remained at Re. 1-6-0 per *tola* of raw opium and Re. 1-11-0 per *tola* of prepared opium. As in the previous year opium was sold in both forms in 25 districts and in the raw state only in seven. On the close of the year the sale of prepared opium was discontinued. The number of license fees for retail vend remained unchanged at 124. License fees, fixed at one quarter of the estimated gross profit, declined from Rs. 95,350 to Rs. 91,283. The average net profit of licensees fell from Rs. 142 to Rs. 133 *per mensem*.

The number of arrests and convictions under the Opium Act for illicit dealings in opium rose from 2,329 and 1,974 to 3,146 and 2,568, respectively. The largest increases in the seizure of opium were reported from Mandalay, Meiktila and Yamèthin. The most important seizure of the year was made by the Excise Department; it consisted of 36,540 *tolas* consigned by railway from Lashio to Rangoon for export to the Straits. The allotment of secret service money was further reduced from Rs. 3,570 to Rs. 3,270; in six districts no use was made of the allotment.

Excise: Liquors.

150. The total quantity of liquors of all sorts imported into Burma rose by some 50 *per cent.* to 7,62,531 gallons, the highest figure recorded since 1915-16. The increase in value amounted to nearly 100 *per cent.* All items show increases except rum, which declined in quantity but increased in value. Imports of ale, beer and porter rose from 311,260 gallons to 489,392, of wines from 21,840 to 33,501 and of potable spirit from 176,788 to 238,353. Of ale, beer and porter the United Kingdom supplied 371,217 gallons, Germany coming next with 58,973. Whisky was the chief import under the head of spirit, the United Kingdom being the main supplier; most of

the brandy came from France and most of the rum from Java. The output of the Mandalay Brewery declined further from 207,947 to 135,152 gallons, owing to increased facilities for the import of foreign beer, and to a smaller demand from the military canteens. The rate of duty was enhanced by two annas a gallon from March 1st, 1921.

Burma foreign spirit, that is, liquor manufactured in the Province in imitation of imported liquors, was made at two distilleries, in Mandalay and Moulmein. The quantity of Burma foreign spirit (London-proof) issued on payment of the full duty fell from 18,695 to 17,780 gallons, and the quantity issued to troops and the Military Police at the privileged rate of Rs. 3-8-3 per gallon from 16,501 gallons to 15,933. The duty realised decreased from Rs. 2·7 *lakhs* to Rs. 2·65 *lakhs*. The general decrease is ascribed to increased foreign competition. The number of wholesale licenses for the vend of foreign liquors, including imported liquor, and local liquor excised at tariff rates increased by 4 to 96. The number of licenses for the retail vend of foreign alcoholic liquor in public houses increased by one to 169, while that of special licenses in hotels, railway refreshment-rooms and similar establishments rose from 160 to 168. License fees for the vend of beer increased by nearly 3 *per cent.* to Rs. 14,749, and those for the vend of other foreign liquor by 66·71 *per cent.* to Rs. 8·39 *lakhs*. Keener competition was probably the chief reason for this advance : in Mandalay, for instance, a rise of over 200 *per cent.* was due to the breaking up of a combine which had obtained control of the local liquor trade. A possible contributory cause may possibly be found in the fact that at the time of the auctions (April 1920) the rupee exchange was favourable to the Indian importer.

The system of supply of country spirit to licensees was, as in previous years, the "Contract Distillery" system. Only two distilleries were at work, in Moulmein and Mandalay. The distiller's price varied from Rs. 2-0-0 to Rs. 3-4-0, and the duty varied from Re. 1-4-0 in Bhamo and Myitkyina to Rs. 9-1-0 in Rangoon per London-proof gallon. Four strengths of spirit were sold, the higher strengths being more popular than the lower in both portions of the Province. Licenses for the vend of country spirit increased by 4 to 164 and the fees from Rs. 3·65 *lakhs* to Rs. 5·28 *lakhs*. The number of outstills and of shops licensed for the vend of outstill spirit remained at 6 and 12 respectively. Receipts rose by over Rs. 4,000, and the percentage of these receipts to the total receipts from country spirit rose from 1·2 to 1·4.

The Madras tree-tax system of excising *tari* was introduced into no new districts, and was abandoned in two of the districts, Thatôn and Amherst, in which it had previously been in force. Both are coastal districts in which the *dhani* palm is rife, and the practical difficulty of working the system in such areas was mentioned in last

year's Report. In only one of the ten districts concerned is the Deputy Commissioner an enthusiastic supporter of the tax. The Excise Commissioner is inclined to think that while the system has the merit of causing subordinates to tour extensively over their charges its effective working would require an expenditure on additional staff which the revenue figures so far obtained would hardly justify. *Tari* as a liquor is comparatively harmless; it yields less than one-sixth of the total revenue from liquor, and the outlay required for perfecting the tree-tax system would, from both the preventive and fiscal points of view, be incurred with more advantage in some other branch of excise administration. *Tari*, again, is the poor man's drink, and the existence of the tree-tax has had the effect in some districts of raising the price of the liquor against him out of all proportion to the actual incidence of the tax. No alteration was made in the rates levied on the various kinds of trees. The revenue from *tari* tree-tax receipts rose from Rs. 74,865 to Rs. 78,046, and that from *tari* license fees from Rs. 9·72 *lakhs* to Rs. 9·86 *lakhs*.

The issue of licenses for the vend of country fermented liquor other than *tari* was continued in the same 15 districts of Lower Burma: it was in force in four districts of Upper Burma. The number of licenses decreased from 355 to 336, and the revenue derived from them from Rs. 34·13 *lakhs* to Rs. 32·11 *lakhs*. Temperance propaganda, the introduction of the one-bottle system and the rise in the price of *kaukhnyin* rice are some of the causes suggested for the decline. The Chemical Examiner for Customs and Excise, Calcutta, continued to test samples of this liquor, and of the yeast with which it is fermented: the results of analysis were favourable in all instances but one.

No change was made in the constitution of the Excise Advisory Committees during the year, and they displayed considerable interest in their duties. When any proposal has been made to open a new shop local opinion has been consulted. Most district officers are of opinion that the taste for drink has remained more or less stationary, but in some districts public opinion is reported to be discouraging the consumption of liquor by Burmese Buddhists. Much of this propaganda work is, however, merely a cloak for political activities, and in at least one reported case its object was the suppression of licit, for the benefit of illicit, sources of supply.

Seizures of country spirit declined from 2,131 to 1,380 gallons. Seizures of *tari* fell from 2,972 gallons to 2,870, and of other country fermented liquor from 14,938 to 10,949. The cause was probably the increased cost of materials for making illicit liquor. Seizures of foreign liquor were, as usual, small, those of spirit increased from 38 to 65 gallons, and of fermented liquor from 55 to 139. There was a decline in the number of offences connected with country spirit,

occurring mainly under the head of illicit possession. There were also fewer cases in connection with country fermented liquor, both of sale and possession. Convictions for drunkenness fell from 3,566 to 2,263. Statistics are, as usual, offered purporting to show the number of cases in which drink was a contributory cause of crime. The Excise Report gives strong reasons for regarding these figures as theoretically worthless, but points out that they have a definite practical value in providing material for proceeding against the licit or illicit dealers who supplied the liquor.

Ganja, Cocaine and Morphia.

151. The number of licenses issued for the possession of hemp drugs for veterinary purposes declined from 49 to 29, and the total revenue to Rs. 145. The total quantity seized rose slightly from 2 to $2\frac{1}{3}$ tons; convictions increased by 18 *per cent.* to 629. The demand continued to be confined to Indians. Proposals were submitted to Government for carrying out an effective campaign against the cultivation of hemp. It is probable that in some of the remoter areas in which this cultivation goes on it is not known by the peasants to be illegal.

The number of pharmacists' licenses for the vend of cocaine decreased by one to 47, and the receipts from Rs. 63 to Rs. 47. There was a considerable rise in the amount seized, 178,062 grains, as against 14,697 in the previous year. Convictions rose from 80 to 153. The drug does not appear to have made any real headway in the Province, but if the ground gained against it during the war is not to be rapidly lost the greatest vigilance will be needed on the part of the local preventive staffs.

Pharmacists' free licenses for the vend of morphia fell by 14 to 33. Seizures rose from 7,013 grains to 42,882 grains, and convictions for illicit possession from 2 to 13. Like cocaine, the drug has hardly established itself in Burma, and the morphia habit is not spreading.

Stamps.

152. There were several changes in the law relating to court-fees and stamps, none of which are of any particular interest. Certain remissions were granted of court-fees payable in connection with the grant of probate or letters-of-administration in respect of the property of persons killed in the late war. Gross receipts rose from Rs. 44·22 *lakhs* to Rs. 49·13 *lakhs*, the highest figure ever recorded. The high prices of paddy and the poor harvest encouraged litigation. Land values continued to be inflated in Rangoon, and there was an increase in the fees paid on probates and letters-of-administration. The revenue from court-fee stamps increased by over a *lakh* and a quarter and that from non-judicial stamps rose by over three and a half *lakhs*,

The former rise is shared by 22 districts, the chief contributors being Rangoon and Toungoo. Two-thirds of the districts helped to swell the revenue from non-judicial stamps, prominent among them being Rangoon, Pyapôn and Tharrawaddy. There was an unprecedented sale of foreign bill stamps in Rangoon, in accordance with the balance of trade. There was a slight decline in the revenue derived from share transfer stamps and cheques. A rise of some two and a half *lakhs* in Rangoon under the head of impressed stamps was due not only to the land boom but to a general desire to conclude various land transactions before the imposition of the extra 2 *per cent.* tax levied with effect from February 1st, 1921, under the Rangoon Development Trust Act.

The number of licensed stamp-vendors showed a further decline from 2,042 to 2,006, in accordance with the policy, adopted by Government, of reducing the number of headmen employed as vendors. Discount allowed increased from Rs. 65,391 to Rs. 70,107. The number of cases in which unstamped or insufficiently stamped documents were dealt with by the Courts rose from 905 to 1,066, and the duty and penalty from Rs. 10,246 to Rs. 12,648. Collectors' cases rose from 505 to 672, and the amount realised therefrom increased by 200 *per cent.* to Rs. 24,985, mainly on account of three valuable unstamped documents in Mergui. The number of prosecutions under this head declined from 34 to 11. So many penalties are provided under the stamp law that it can rarely be necessary to move the criminal courts, and the low percentage of convictions suggests a lack of discretion on the part of officers sanctioning these prosecutions. The amount of fines imposed declined from Rs. 536 to Rs. 33, while the rewards disbursed rose from Rs. 1,469 to Rs. 1,745. Enquiries into the value of estates declined from 499 to 407 and the amount of deficient court-fees rose from Rs. 2,059 to Rs. 4,012: no penalties were inflicted.

Discount and establishment charges increased from Rs. ·78 *lakh* to Rs. ·86 *lakh*, refunds from Rs. ·4 *lakh* to Rs. ·51 *lakh*, and total charges from Rs. 1·22 *lakhs* to Rs. 1·42 *lakhs*. Net receipts amounted to Rs. 47·71 *lakhs* as against Rs. 43 *lakhs*. The cost of general supervision (Rs. 25,736) and stamps supplied (Rs. 8,775) are not included in these figures.

Assessed Taxes.

153. Certain changes were made in the Indian Income-tax Act and Rules, of which perhaps the most important was the addition of agricultural income to the classes of income to which the Act does not apply. But pending a further revision of the law the issue of a new Income-tax Manual was held in abeyance. In connection with the assessment of Nattukottai Chetties, the services of a Special

Deputy Collector of Income-tax from Madras have been placed at the disposal of the Local Government. The special Chinese and Gujarati clerks, referred to in last year's Report, were entertained towards the close of the years under report.

The number of assessees rose from 9,506 to 14,873, and the total net collections from Rs. 82·72 *lakhs* to Rs. 1,11·28 *lakhs*. An increase of Rs. 26 *lakhs* in Rangoon was due in the main to trade prosperity, and to the abolition of the Excess Profits Duty Act, under which payers of excess profits duty were not liable to income-tax. A large increase in Toungoo is attributed to large profits in the paddy trade and increased strictness in assessment. The collapse of the wolfram industry adversely affected collections in Tavoy, and receipts declined by over half a *lakh* of rupees. As before, the bulk of the provincial increase occurred under the head "income derived from business": the figures are Rs. 53·24 *lakhs* and Rs. 84·83 *lakhs*. There was also an increase in the tax levied on the salaries of Government servants and others. Income derived from house property paid less than in 1919-20, as did income derived from professional earnings. In either case most district returns show an increase, but the Rangoon figures are spoiled by large outstandings. Refunds declined from Rs. 4·11 *lakhs* to Rs. 1·7 *lakh*, chiefly in connection with dividends and adjustments. Penalties rose from Rs. 1,033 to Rs. 2,914, the chief increase occurring under penal assessments. Collections of super-tax rose from Rs. 12·6 *lakhs* to Rs. 47 *lakhs*, 99 *per cent.* of which was collected in Rangoon. Expenditure on assessment and collection increased from Rs. 1·23 *lakh* to Rs. 1·38 *lakh*, the chief contributor being the Rangoon office, with its special staff. There has been a very rapid expansion both in collections and in expenditure during the last three years.

(*b*) *REVENUE AND FINANCE OTHER THAN IMPERIAL.*

Provincial Receipts and Expenditure.

Provincial Receipts.

154. The net increase of Rs. 9,19·6 *lakhs* in Provincial Receipts was the resultant of a gross increase of Rs. 9,40·49 *lakhs* and a gross decrease of Rs. 20·89 *lakhs*. The principal contributors to the gross increase were the heads "Miscellaneous" (Rs. 8,83·74 *lakhs*), "Forests" (Rs. 25·4 *lakhs*), "Income-tax" (Rs. 13·44 *lakhs*) and "Land Revenue." Variations under the last two heads have been discussed in connection with Imperial receipts, as these heads are divided between Imperial and Provincial according to the terms of the Provincial Settlement. The case of forest revenue is dealt with below in a separate paragraph. The large increase under "Miscellaneous"

is mainly due to the adjustment of the profits of the Rice Control Scheme. Of the net decrease three-quarters occurred under "Transfers between Imperial and Provincial Revenues," the explanation of which has been given in paragraph 141 above. A decrease of over Rs. 4 *lakhs* under "Minor Works and Navigation" was due to deficient water-supply: the subject has been fully dealt with in the concluding paragraphs of Chapter IV above.

Provincial Expenditure.

155. The gross increase of Rs. 1,64·94 *lakhs* in Provincial Expenditure is also the net increase, there having been no counterbalancing decrease under any head. "Civil Works" were responsible for an increase of Rs. 39·22 *lakhs*, due to the undertaking of larger works, an increase in staff and material and a revision of salaries. The reorganisation of the Police Force, referred to in Chapter III above, was the main reason of the increase of Rs. 27·82 *lakhs* under "Police." The rise of Rs. 26·52 *lakhs* under "Minor Works and Navigation" is accounted for by the purchase of dredgers, and increased expenditure on the Sittang Embankment and on waterways in the Delta. The initial outlay on three branch lines helped to raise expenditure under Railways by Rs. 19·52 *lakhs*. Expenditure under "Land Revenue" rose by Rs. 9·41 *lakhs*, on account of revisions of establishment, the grant of temporary allowances, and to larger disbursements by way of commission.

Forests.

156. The Forest Department Report for 1920-21 covers nine months only, as was explained in paragraph 100 above: the figures of Revenue and Expenditure given in it differ, therefore, from those compiled in the Finance Department. No comparison with figures for the previous twelve months will, in the circumstances, serve any useful purpose. Gross revenue amounted to Rs. 1,67·79 *lakhs*. Timber extracted by Government agency accounted for Rs. 53·17 *lakhs*, and timber extracted by consumers for Rs. 97·24 *lakhs*. Expenditure amounted to Rs. 60·34 *lakhs*, the improvement of forests absorbing Rs. 33·4 *lakhs* and administrative charges Rs. 26·95 *lakhs*. Net revenue was thus Rs. 1,07·45 *lakhs*.

Local Funds.

District Cess Funds.

157. A District Cess Fund is maintained for local purposes in each of the 21 districts in Lower Burma, excluding Rangoon Town. No change took place in the number or constitution of these funds. Their aggregate receipts rose by nearly Rs. 6 *lakhs*, from

Rs. 39·24 *lakhs* to Rs. 45·15 *lakhs*, mainly owing to increases under "Provincial Rates," "Civil Works in charge of Civil Officers," "Education" and "Debt Accounts." The first three heads were mainly responsible for the decrease of Rs. 7 *lakhs* recorded in the previous year. The present increase under "Provincial Rates" was due to the collection of arrears of Land Revenue of 1919-20, with which the cess is collected. The improvement of ferry receipts, and the grant of larger contributions from Provincial Funds mainly account for the rise under "Civil Works in charge of Civil Officers." The latter cause increased the receipts under "Education." The increase under "Debt Accounts" was due to larger investments in War Loan in the Pyapôn and Toungoo Districts. The only large decrease occurred under the head "Miscellaneous" and was due to smaller contributions from Municipal and Local Funds, and to smaller receipts from bazaar stall rents.

The aggregate expenditure of these Funds increased slightly from Rs. 36·35 *lakhs* to Rs. 36·48 *lakhs*. The chief increases were under "Civil Works in charge of Public Works Officers" (Rs. 1·96 *lakh*), "Education" (Rs. ·87 *lakh*), "Medical" (Rs. ·5 *lakh*), and "Provincial Rates" (Rs. ·38 *lakh*). The rise under "Education" was due to larger salary grants to teacher-managers, and larger outlay on temporary salary grants: that under "Medical" to larger grants to hospitals and dispensaries and enhanced expenditure on establishment, medicine and instruments. The increase under "Provincial Rates" was due to commission on cess collections on arrears of revenue. The only conspicuous decreases occurred under "Miscellaneous" (Rs. 2·91 *lakhs*) and "Civil Works in charge of Civil Officers" (Rs. ·89 *lakh*). The former was due to smaller contributions made to Municipal and Local Funds. All the Funds were solvent at the close of the year, and their aggregate closing balance rose from Rs. 23·95 *lakhs* to Rs. 32·61 *lakhs*.

District Funds.

158. A District Fund is maintained for local purposes in each of the 18 districts in Upper Burma, excluding Putao and the Chin Hills. These Funds are not endowed, as are the Lower Burma District Cess Funds, with a cess on land revenue, but derive their income from various sources, such as bazaar rents, slaughter-house licenses, ferries and contributions from Provincial Funds. Their aggregate receipts during the year were Rs. 20·88 *lakhs* as against Rs. 18·73 *lakhs*. The only large individual increases occurred under the heads "Civil Works in charge of Civil Officers" (Rs. 1·2 *lakh*), and "Debt Accounts." The former was due to increased contributions from Provincial Funds in certain districts, and the latter to larger investments in War Loan.

The aggregate expenditure of these Funds increased from Rs. 16·05 *lakhs* to Rs. 21·28 *lakhs*. Of the increase of Rs. 5·25 *lakhs* "Civil Works in charge of Public Works Officers" account for Rs. 3·19 *lakhs* and "Civil Works in charge of Civil Officers" for Rs. 1·5 *lakh*. All but three districts contributed to this increase. A rise of Rs. ·18 *lakh* under "Miscellaneous" was chiefly due to larger expenditure on conservancy and bazaar establishments, and on larger contributions to Municipal and Local Funds. All funds were solvent at the end of the year, and their aggregate closing balance declined from Rs. 12·94 *lakhs* to Rs. 12·54 *lakhs*.

Other Funds.

159. The other local funds in Burma comprise the Cantonment, Town, Port, Pilot, Educational Syndicate, Rangoon Police Reward, Boiler Inspection and Rangoon University Funds.

The number of Cantonment Funds remained unchanged at seven: they were maintained at Rangoon, Mandalay, Meiktila, Shwebo, Thayetmyo, Maymyo and Bhamo. The aggregate receipts of these funds rose from Rs. 1·86 *lakh* to Rs. 2·09 *lakhs*, and their total expenditure from Rs. 1·98 *lakh* to Rs. 2·15 *lakhs*. In Rangoon receipts improved by nearly a quarter of a *lakh*, nearly all heads of revenue sharing in the increase. Expenditure rose by Rs. 7,528, mainly on account of establishment under various heads. The revenue of the Mandalay Cantonment Fund increased by Rs. 8,204, and its expenditure by Rs. 14,203; the latter increase was due to "Establishment" and "Original Works." At Meiktila receipts declined by 25 *per cent.*, mainly as the result of a reduction of nearly Rs. 2,000 in the grants-in-aid allotted by the General Officer Commanding. There was also a slight decrease in expenditure, distributed over almost all the heads of account. The revenue of the Shwebo fund showed an insignificant decrease and its expenditure an equivalent increase; the figures call for no comment. At Thayetmyo both receipts and expenditure declined from the figures recorded for the previous year: the former decrease was well distributed; the latter occurring under "Refunds of Taxes," "Conservancy" and "Maintenance and Repairs." The revenue of the Maymyo Cantonment Fund decreased by Rs. 1,812, and its expenditure by Rs. 3,114. There were no receipts from Water Rates, and the General Officer's grant-in-aid was reduced. "Epidemics," "Roads," "Conservancy" and "Buildings" are the heads mainly responsible for the decline in expenditure. Revenue fell by Rs. 3,043 at Bhamo and expenditure increased by Rs. 1,267. The 10 *per cent.* working balance was maintained by the Mandalay and Bhamo Cantonment Funds. The Rangoon Fund, though it is a self-supporting institution, failed to do this: the remaining funds were enabled to show a credit balance by

means of a grant-in-aid from Government. The aggregate closing balance declined from Rs. 33,795 to Rs. 24,061.

The number of Town Funds remained unchanged at 21, the conversion of Thôngwa into a municipality being balanced by the creation of a new notified area at Ye-u. Aggregate receipts rose from Rs. 8·64 *lakhs* to Rs. 9·58 *lakhs* and expenditure from Rs. 7·81 *lakhs* to Rs. 9·09 *lakhs*. If the figures for Thôngwa and Ye-u are excluded, there was an increase of Rs. 1·13 *lakh* and Rs. 1·57 *lakh* respectively in income and expenditure. For the former Yenangyaung, Maymyo, Lashio, Mawlamyainggyun and Mawlaik are chiefly responsible, Magwe, Maymyo, Pyawbwè and Lashio being the chief contributors to the enhanced expenditure. The aggregate closing balance of all Town Funds, excluding Thôngwa and Ye-u rose from Rs. 3·72 *lakhs* to Rs. 4·07 *lakhs*; eight funds, however, report a closing balance less than at the close of the previous year. All appear to be solvent.

Excluding the Rangoon Port Trust, there were, as before, six Port Funds, at Bassein, Moulmein, Akyab, Mergui, Tavoy and Kyaukpyu. The total receipts and expenditure were Rs. 6·18 *lakhs* and Rs. 5·04 *lakhs*, respectively, as compared with Rs. 4·88 *lakhs* and Rs. 4·47 *lakhs* in 1919-20. All the funds show an increase of revenue, and Akyab, Tavoy and Kyaukpyu an increase of expenditure as well. The aggregate closing balance rose from Rs. 3·05 *lakhs* to Rs. 4·19 *lakhs*. The debt due to Government by the Moulmein Port Fund declined from Rs. ·39 *lakh* to Rs. ·32 *lakh*, and by the Tavoy Port Fund from Rs. ·47 *lakh* to Rs. ·36 *lakh*. The finances of the Rangoon Port Trust have been dealt with in paragraph 74 above.

Excluding the Rangoon Pilot Fund, which has already been considered in paragraph 75 above, there were three Pilot Funds, at Akyab, Moulmein and Bassein. Their receipts were derived chiefly from pilotage fees, and the expenditure consisted mainly of the cost of the maintenance of pilot vessels and of payments to pilots. Aggregate receipts increased by Rs. 28,667 to Rs. 1·81 *lakh*: an almost identical rise in expenditure brought that figure to Rs. 1·62 *lakh*. All the funds closed with balances in excess of the previous year, and appeared to be solvent.

The receipts of the Rangoon Police Reward Fund rose from Rs. 940 to Rs. 1,046: expenditure amounted to Rs. 12 only, as against Rs. 240. The receipts of the fund consisted of fines recovered from policemen and were utilised in rewarding good service. The closing balance increased from Rs. 779 to Rs. 1,813.

The receipts and expenditure of the Steam-boiler Inspection Fund were, respectively, Rs. 1·13 *lakh* and Rs. 1·18 *lakh*, as compared with Rs. ·94 *lakh* and Rs. ·96 *lakh* in the previous year. Income was derived from inspection fees, examination fees and interest on

investments; expenditure represented establishment charges and fees to examiners. The closing balance was Rs. ·17 *lakh* as against Rs. ·22 *lakh*, exclusive of securities to the face value of Rs. 1·85 *lakh*.

The income of the Educational Syndicate Fund was Rs. ·65 *lakh*, of which Rs. 22,300 was contributed by Government and Rs. 500 by the Rangoon Municipality. The rest was derived from examination fees, interest on investments and various other sources. Income fell short by some Rs. 17,000 of the figure attained in the previous year, owing to diminished receipts under "Prize Funds." There was a corresponding reduction on the expenditure side. The closing balance advanced by nine rupees to Rs. 17,370.

The Rangoon University Fund, which has superseded the old Burma University Fund, opened with a balance of Rs. 4·2 *lakhs*. Its income during the year amounted to Rs. 1·86 *lakh* and its expenditure to Rs. 3·55 *lakhs*. Its closing balance was Rs. 2·51 *lakhs*, exclusive of War Bonds to the face value of Rs. 3·43 *lakhs*.

Road and Education Cesses.

160. In Burma petty local public works are carried out and contributions to the cost of education are made by the District Cess and District Funds reported on in paragraphs 157 and 158. No special cesses for these purposes are levied in the Province.

Municipal Revenues.

161. The gross receipts of the year under report, including the opening balance of Rs. 8·07 *lakhs* rose from Rs. 61·26 *lakhs* to Rs. 1,07·47 *lakhs*. Excluding the opening balance and all extraordinary receipts such as advances, deposits, Government grants and the like, the total ordinary revenue was Rs. 56·14 *lakhs* as against Rs. 51·34 *lakhs* in the previous year. The gross expenditure increased by nearly Rs. 30 *lakhs* to Rs. 83·01 *lakhs*. With the exclusion of extraordinary items the normal expenditure rose by Rs. 8·27 *lakhs* to Rs. 56·16 *lakhs*. The loan charges for the year amounted to Rs. 15·73 *lakhs*, as compared with Rs. 10·79 *lakhs* in the previous year. The figures include repayments, Rs. 4·8, interest, Rs. 5·71, payments to Sinking Fund, Rs. 5·12, and management charges, Rs. 8,733. Income and expenditure have been reviewed, and an account of the loan position has been given, in paragraph 70 of this Report.

Rangoon Municipality.

Other Municipalities.

162. Excluding debt accounts amounting to Rs. 9·89 *lakhs* and opening balances amounting to Rs. 22·05 *lakhs* the aggregate ordinary revenue of the 47 municipalities of the province other than Rangoon was Rs. 53·26 *lakhs* as against Rs. 47·76 *lakhs* in 1919-20. The income derived from municipal rates and taxes rose from Rs. 20·15 *lakhs* to Rs. 21·1 *lakhs*: that derived from municipal property and powers apart from taxation increased from Rs. 23·29 *lakhs* to Rs. 25·5 *lakhs*, including Rs. 18·98 *lakhs* realised from market and slaughter-house fees. Revenue from grants and contributions rose from Rs. 3·17 *lakhs* to Rs. 5·38 *lakhs*, and that under "Extraordinary and Debt" from Rs. 3·52 *lakhs* to Rs. 9·89 *lakhs*. Keen competition for pawnshop licenses contributed to the increase in the revenue derived from municipal property. Loans to the extent of Rs. 6·14 *lakhs* were advanced by Government during the year, Mandalay receiving Rs. 4 *lakhs* for its water-supply scheme, and Mergui nearly Rs. 2 *lakhs* for the reclamation of the foreshore. The latter town also received a grant of Rs. 1·33 *lakh* from Provincial Funds towards the same project. Arrears of taxation outstanding at the close of the year increased from Rs. 30,618 to Rs. 65,351. Toungoo being responsible for Rs. 16,569, and Tavoy, Akyab and Moulmein from sums exceeding Rs. 6,000 in each case.

The total ordinary expenditure of these municipalities increased from Rs. 50·32 *lakhs* to Rs. 53·43 *lakhs*. The grant of temporary allowances by several municipalities to their employees in view of the high cost of living is reflected in the rise from Rs. 4·24 *lakhs* to Rs. 4·66 *lakhs* under "General Administration and Collection Charges." There was an increase of half a *lakh* under Public Safety, which is almost entirely accounted for by enhanced expenditure on lighting. A rise from Rs. 37·12 *lakhs* to Rs. 39·3 *lakhs* under "Public Health and Convenience" is accounted for by the heads "Water-supply" (maintenance charges), "Conservancy" and "Hospitals and Dispensaries." The cost of the Public Works establishment seems to have been increased at the expense of the roads. Bazaars and slaughter-houses absorbed half a *lakh* more than in the previous year, and "Public Instruction" some Rs. 38,000 more. Interest charges fell from Rs. 1·18 *lakh* to Rs. ·69 *lakh*, but expenditure under "Extraordinary" and "Debt" rose from Rs. 2·7 *lakhs* to Rs. 4·23 *lakhs*, mainly on account of larger investments in the savings bank and payments to sinking fund. Embezzlement of municipal money occurred at two places, but in neither case did the amount involved exceed Rs. 500. One sum was recovered, and the other not. Rupees 7,200 were written off as irrecoverable out of a total embezzlement of Rs. 11,094 which had taken place at Myaungmya in the previous year.

Other Funds.

163. At the beginning of the year there were in existence seven Educational Endowment Funds, namely, the Jardine, the Maung On Gaing, the Renong, the Copleston, the U Po Hnit, the Hajji Yusuf Bymeah and the Orr Orr Memorial Funds. The following seven funds were added to the list during the year: the Mathew Hunter, the Maung On Gaing Engineering, the U Shwe Pe, the Daw La, the U Po Yin, the Kin Byu and the Daw Zin. These funds do not bank with the Government, and their accounts do not therefore appear in the Government books, though all are audited by the Local Audit Staff. The accounts of the Official Assignee, Administrator-General and Official Trustee are excluded for a similar reason.

Paper Currency.

164. The average total active circulation of notes in 1920-21 rose from Rs. 16,17·23 *lakhs* to Rs. 16,96·65 *lakhs*. The increase is due to the growing popularity of paper money, and to the fact that the rice trade was entirely financed by this medium of exchange. Since July 1920 war-time restrictions on the free encashment of notes at treasuries were withdrawn, with the consequence that currency notes are at present nowhere at a discount, and indeed are preferred to coin in all but the remoter tracts. (The $2\frac{1}{2}$-rupee notes form an exception; they have never been popular in this Province.) On the last day of the year the 10-rupee denomination showed, as usual, the largest percentage to the total circulation of notes, 48·5. The continuous decline referred to in last year's Report has received a set-back; the figure for 1919-20 was 43·24. Next in importance comes the 100-rupee note, with a percentage of 27·55, followed by the five-rupee note (11·97), the one-rupee (10·23), the 1,000-rupee (1·32), the two-and-a-half-rupee (·31) and the 20-rupee (·01). There was a decline in the circulation of one-rupee and two-and-a-half-rupee notes.

CHAPTER VI.

VITAL STATISTICS AND MEDICAL SERVICES.

REFERENCES—

Report on the Sanitary Administration of Burma for the year 1920.

Notes and Statistics on Hospitals and Dispensaries in Burma for the year 1920.

Report on the Working of the Burma Government Medical School, Rangoon, for the year 1920-21.

Report on the Working of the Pasteur Institute and Bacteriological Laboratory for the year ending 31st March 1921.

Note on the Lunatic Asylums in Burma for the year 1920.

Notes and Statistics on Vaccination in Burma for the year 1920-21.

Statistical Abstract for British India, Volume III.

Births and Deaths.

Area under Registration and Total Population.

165. The area and population dealt with remained the same as in the previous year. Registration of Vital Statistics was introduced at Mawlaik from October 1st, 1920, and the town of Ye-u in Shwebo District was constituted a notified area from July 1920.

Number of Births and Deaths.

166. The registered births totalled 331,832, being 38,160 in excess of the returns of the previous year, and the registered deaths numbered 259,776, a decrease of 45,685. The gain to the population by the operation of natural causes in 1920 was thus 72,056, or 7·33 *per mille* of population. The Provincial birth-ratio (33·78) for 1920 surpassed the mean (33·60) of the previous five years, while the general death-ratio (26·44) and the infant mortality-ratio (186·65) both showed a marked improvement over the five years' mean as well as on the 1919 ratios. The rural birth-ratios for the Province, Lower Burma and Upper Burma, respectively, were 34·55, 32·32 and 38·04; and urban birth-ratios 27·74, 23·96 and 37·00. The rural death-ratios for the same areas were 24·65, 23·77 and 26·02 and the corresponding urban death-rates 40·39, 38·91 and 44·00. For the first time returns from districts were obtained this year of the age at death of all infants dying during the year. Except in towns they must be to a certain extent untrustworthy. Infant deaths in the Province totalled 61,935. In Lower Burma there was an increase of 1,390 infant deaths, and in Upper Burma a decrease of 3,153 on the previous year's total. Of the total infants dying within the first 12 months after birth 18·96 *per cent.* died in the first week of life, and 19·34 between the 8th and

30th days—making the total 38·30 *per cent.* in the first month. From the second to the sixth month, inclusive, the percentage of deaths was 41·68 and for the period from the seventh to the twelfth month 20·03. Thus, the total for the first six months of life is approximately 80 *per cent.* of all deaths, and for the second six months 20 *per cent.*, a mortality little greater than in the first week of life. Of every 1,000 living infants whose births were registered 71·47 died in the first month, 77·79 in the next five months and 37·38 in the last six months of the first year after birth.

The Societies for the Promotion of Infant Welfare at Rangoon, Mandalay and Moulmein continued to do useful work. But they had to depend mainly upon Government and Municipal grants, there having been a regrettable diminution in the monetary contributions from private sources. At Rangoon the Society's midwives attended 1,208 confinements, out of the total registered births of 6,319, against 1,138 in 1919. An important feature was that a fully equipped maternity shelter was erected at a cost of Rs. 12,500 and opened for use in Rangoon in March 1921. It was due to the efforts of Lady Craddock who subscribed liberally, presented the furniture, and otherwise made the institution popular. Four Infant Welfare Societies were established during the year in the Hanthawaddy District and steps are being taken to initiate others in important centres. There is also a proposal to amalgamate all district societies into a district association and to undertake the training of midwives for work in the villages.

167. The registered mortality from different causes in 1920 is compared below with the figures for 1919 :—

Causes of Death.

Causes.	*1920.*	*1919.*
Cholera	3,396	13,260
Small-pox	2,853	3,917
Plague	5,483	4,397
Fevers	100,492	120,088
Dysentery and Diarrhoea ...	9,855	14,851
Respiratory Diseases ...	11,389	11,134
Suicide	221	181
Wounding and Accident ...	1,967	1,829
Snake bite or attack by wild beasts	1,926	1,699
Rabies	225	180
All other causes	121,969	133,925
Total ...	259,776	305,461

The decrease in the year is most marked under the headings "Cholera," "Fevers," "Dysentery and Diarrhoea" and "All other causes." Deaths from Cholera numbered 2,634 in Lower Burma, and 762 in Upper Burma districts. The town population suffered more severely than the rural, the death-ratio of the former being 0·61 against 0·31 of the latter. Small-pox was responsible for 1,079 deaths in towns and 1,774 in rural districts. Of the total deaths 206 were of children under one year of age and 753 of children under ten years. Inoculation was the cause of a severe outbreak in Paung Township, Thatôn District. Deterrent punishments were meted out to the offenders. Plague caused 5,483 deaths—the provincial ratio and the previous five years' mean being 0·56 and 0·65, respectively. The principal measures resorted to were rat-destruction, and inoculation with Haffkins' prophylactic. During the year 85,625 doses of plague prophylactic, 6,320 doses of cholera vaccine and 11,760 doses of influenza vaccine were issued to indenting officers. This year deaths from "fevers" in towns were subdivided under the four heads, Malaria, Enteric, Measles and "Other Fevers." Out of the total of 7,134 deaths 2,442 or 34·23 *per cent.* were attributed to Malaria, 234 to Enteric Fever, 75 to Measles and 4,383 to "Other Fevers." It would thus appear that, in towns, only one-third of the deaths ordinarily returned as due to fevers are caused by malarial fevers. In rural areas the proportion of malaria deaths to deaths from other causes returned under "Fevers" is probably much greater. "Phthisis" accounted for 1,262 deaths, and Pneumonia, which was the cause of 2,591 deaths, has been much in evidence since the epidemic of influenza occurred in 1918. Deaths under the head of "Other Respiratory Diseases" numbered 3,959; and 260 deaths were recorded from child-birth.

Quinine and Cinchona Tablets.

168. Owing to the continued high price of quinine sulphate, this drug was not used in the manufacture of tablets for sale to rural populations. The manufacture of cinchona febrifuge tablets was continued on a somewhat larger scale than in 1919; the amount sold in the districts exceeding twenty-two millions of grains against sixteen millions in the previous year. A free distribution of 214,000 grains was made in eight districts. Whether warranted or not, in many quarters a feeling has been expressed that the cinchona febrifuge tablets are not so efficacious as those made of quinine sulphate, and it has been decided by Government to resume the manufacture of quinine tablets during the current year. The price of the crude drug has however been recently raised to over Rs. 40 per lb. which will necessarily limit sales among the poorest classes of agriculturists who require it most. Free distribution in selected areas may therefore have to be effected on a larger scale than heretofore.

Emigration and Immigration.

169. Statistics of both immigrants and emigrants were received from six ports, *viz.*, Rangoon, Akyab, Moulmein, Kyaukpyu, Tavoy and Mergui, and of emigrants only from Bassein. There was an excess of 56,401 immigrants into Burma by sea, and of 28,898 emigrants, over the returns for 1919. Of the 341,180 immigrants, the great majority, 316,837, entered at the Port of Rangoon. This total is the highest as yet recorded, the previous record being 313,039 in 1913. Immigrants from Indian Ports numbered 300,288 and those from ports outside India 16,549. Of the 217,212 emigrants from the Port of Rangoon, 188,999 were destined for ports of India. At the Port of Akyab the figures for immigrants rose from 11,404 in 1919 to 21,456 in 1920, and those for emigrants from 16,545 to 27,497. At Kyaukpyu the increase among immigrants was from 301 in 1919 to 1,411, and among emigrants from 603 to 1,881. At Moulmein and Tavoy immigrants showed a slight decrease, but emigration therefrom was in excess of that recorded for 1919. At Mergui there was an increase of 46 immigrants, accompanied by a corresponding decrease in emigration.

Medical Relief.

Hospitals and Dispensaries.

170. Two hundred and seventy-one institutions were open at the close of the year, an increase of two as compared with 1919. There still remained 18 hospitals and dispensaries closed for want of staff. Progress in supplying the Province with hospitals more in accordance with modern ideas has owing to various reasons been slow.

Attendance and Treatment.

171. The total number of patients treated (excluding those in Military Police and Railway Institutions) was 1,878,384 as compared with 1,807,261 in 1919. Of these 79,402 were in-patients and 1,798,982 out-patients. The number of beds available has risen from 5,073 in 1919 to 5,164 in 1920 by small increases in a number of hospitals.

The most important causes for which patients sought in-door hospital relief were, in numerical order, injuries, malarial fever, diseases of connective tissue, diseases of the digestive system, dysentery, pyrexia of uncertain origin, respiratory diseases, ulcers and venereal disease. The out-door patients suffered chiefly from slight injuries, digestive troubles, eye and skin diseases, worms and bronchial affections. Venereal disease contrary to the general belief shows a fall in the numbers attending.

A comparatively small number of the more serious infective diseases were treated in hospitals—cholera 509, small-pox 1,042, plague 913 cases. Operations increased from 13,320 in 1919 to 15,487. Abdominal and eye operations show very marked increases. The death-rate for in-door patients was 5·9 as compared with 7·2 *per cent.* in 1919. This is a return towards the normal after the high death-rates of 1918 and 1919 brought about by the pandemic of influenza.

The attendance of Burmese patients shows a large increase, that of "other races" a decrease, but this has been due to change in classification. Shans, Kachins, etc., formerly shown under "other races" are now classified as Burmese.

General.

172. The total expenditure on hospitals and dispensaries was Rs. 22,79,173 as compared with Rs. 21,22,245 in 1919, of which the Provincial Government contributed about Rs. 10 *lakhs*, Municipalities Rs. 7 *lakhs* and Local Funds Rs. 3 *lakhs*; miscellaneous sources, including subscriptions, account for about Rs. 2 *lakhs*.

A considerable portion of the medical establishment belonging to the Province, on temporary military duty, reverted during the year. The number of Indian Medical Service officers on duty increased from 13 to 16, of Military Assistant Surgeons from 4 to 13, and of Sub-Assistant Surgeons from 299 to 317. There still remain on military duty, seven Indian Medical Service officers, two Military Assistant Surgeons, 15 Civil Assistant Surgeons and 34 Sub-Assistant Surgeons. The uncovenanted branch of the medical service has almost disappeared—only one officer remained at the close of the year.

The Nursing branch has had a good deal of attention devoted to it with a view to raising the standard of education, both general and professional. The two years' course of training has been changed to a three years' course in almost all hospitals and in the four new training centres established. Ten results-system midwives were trained during the year, but the rate of supply still falls far short of the demand. A scheme for training "village" midwives has also been initiated, and it is hoped that the gradually increasing supply of midwives trained in Western methods will eventually reduce the present very high rate of infantile mortality.

Medical School.—This has continued to grow; 60 new students were admitted and the average attendance was 166 as compared with 138 in 1919. Roughly speaking, one half of the students are Burmans, including Arakanese and Karens, the remainder Anglo-Indians, Indo-Burmans, Indians and Chinese. The educational qualifications of the entrants have improved, and all the new students, with one exception (which was made on account of an excellent War record), have passed the High School Final.

173. The average number of lunatics in the Rangoon and Minbu Asylums rose from 828 in 1919 to 855 in 1920. Chronic overcrowding exists in Rangoon, but in spite of this the death-rate fell from 9·6 in 1919 to 6·7 in 1920.

Lunatic Asylums.

The female section of the new asylum at Kokkaing is progressing and will probably be ready for occupation early in 1922. The total cost of the upkeep of both asylums was Rs. 2,15,288.

Sanitation.

174. At a Divisional Sanitary Board Meeting held at Meiktila on the 19th August 1920, schemes for the water-supply of the town were considered. An estimate for the supply of 10,000 people with lake water purified by mechanical filtration was negatived, on the advice of the Chief Engineer, Burma, the Board deciding that some form of filtration through sand would be preferable. The proposal to provide reservoirs and filterbeds behind the civil hospital found favour with the members and the project is being worked out in the Sanitary Engineer's office.

Principal Works and Expenditure.

A six-inch diameter tube well was sunk at Myaungmya to a depth of 130 feet, but owing to an unfavourable report on the water by the Chemical Examiner, the Municipality decided to continue sinking the well until a better water-bearing stratum is reached. Estimates for sinking six-inch diameter tube wells at Dalla, Pegu, Kyaukpadaung, and Kyauktan have been sanctioned and funded, while estimates for similar wells at Padu and Pantanaw have been submitted for sanction. At Bassein it has been decided to sink a ten-inch Ashford tube at a cost of Rs. 23,782. A sum of Rs. 35,460 has been sanctioned for improving the existing water-supply at Kyaiklat and it is proposed to construct a tank at Gyobingauk at a cost of Rs. 39,987. Schemes for the water-supply of Magwe, Shwebo and Bhamo and for the extension of the distribution system at Akyab are in hand. Instructions have been issued for the construction of a 25-inch diameter well at Kungyangôn at a cost of Rs. 6,000. Preliminary surveys for water-supply schemes for Tavoy, Mergui, Toungoo and Pyinmana are in progress.

Informal conferences were held in Mandalay with regard to the replacement of the present hand-removal system of sewage conservancy by a water-carriage system. Proposals for installing at Maymyo two public latrines of the septic tank type have been approved.

A system of surface drains has been designed for both Pyapôn and Kyaiklat, and a survey is in progress at Bassein, Mergui and Myanaung. A similar project is in hand for Pyu, Pegu, Kanyutkwin, Labutta and Kyauktan.

The total expenditure on sanitary works incurred by local authorities during the year 1920 amounted to Rs. 54,25,770. Of this amount Rs. 42,71,314 was spent in towns of Lower Burma, Rs. 6,27,419 in towns of Upper Burma, Rs. 1,82,693 in districts of Lower Burma, and Rs. 3,44,344 in districts of Upper Burma.

Vaccination.

175. The vaccination establishment employed under 41 District Superintendents of Vaccination and 29 Sub-Assistant Surgeons was 46 Supervisors of Vaccination, three Head Vaccinators, and 347 Vaccinators. The cadre of Supervisors of Vaccination was strengthened by the addition of five more, namely one each in Pyapôn, Ma-ubin, Bassein, Henzada and Amherst Districts. The operating staff was also increased by 14 permanent and eight temporary vaccinators. The permanent appointments numbered four in Pyapôn, three in Bassein, one in Kyaikto Municipality, six in the Southern Shan States (entertained by the *Sawbwa* and for the first time included in the staff of vaccinators). The temporary appointments were one in Amherst and three in Yamèthin Districts, and four in Mandalay Municipality. Owing to the abolition of the Ruby Mines District the Supervisor of Vaccination and two Vaccinators were added to the vaccination staff of the Katha District, and the State Vaccinator of Möng Mit State to that of the Northern Shan States.

Establishment.

Eight district vaccinators were removed or dismissed for falsification of diaries and returns. One Supervisor retired on pension, two died, and one resigned the service.

176. The total number of persons vaccinated was 674,483 against 850,732 in 1919-20. Of this number, 668,167 were vaccinated by the special staff, 2,073 by other agencies, and 4,243 by the dispensary staff. The total number of operations (exclusive of dispensary work) performed was 670,425, of which 481,691 were primary vaccinations and 188,734 re-vaccinations, as compared with 484,853 primary vaccinations and 354,226 re-vaccinations in 1919-20, showing a net decrease of 3,162 primary operations and 165,492 re-vaccinations. Districts recording an increase in primary operations exceeding 1,000 cases were Kyaukpyu (2,390), Pegu (4,179), Prome (2,718), Pyapôn (1,977), Bassein (1,532), Myaungmya (2,506), Amherst (5,255), Thatôn (5,361), Bhamo (1,075), Minbu (1,674) and Myingyan (2,279), and those in which a large decrease is observed were Akyab (1,437), Insein (1,701), Tharrawaddy (3,624), Henzada (1,061), Mandalay (1,390), Katha (2,067), Lower Chindwin (2,208),

Number of vaccinations.

Upper Chindwin (6,645), Thayètmyo (2,640), Magwe (1,552), Yamèthin (3,234) and the Chin Hills (3,280). Only seven districts showed an increase in re-vaccinations of over 1,000 cases, conspicuous among which were the Amherst (11,240), Thatôn (5,616) and Lower Chindwin (5,026) Districts, while a marked deficit was returned by Akyab (1,705), Rangoon City (19,684), Insein (1,465), Bassein (1,681), Mandalay (13,875), Myitkyina (1,248), Shwebo (2,498), Sagaing, (11,742), Upper Chindwin (3,373), Thayetmyo (2,464), Pakôkku (26,694), Yamèthin (102,610), Kyauksè (1,059) and Myingyan (1,549). No vaccination was done in the Putao District during the year.

The decrease in both classes of operations was attributed to the absence of severe outbreaks of small-pox in several districts and towns. Illness of the Vaccinators in some instances and the abatement of the vigour of campaign in the Yamèthin District were also contributory causes.

Successful primary operations amounted to 448,446 (97·48 *per cent.*) against 443,417 (97·53 *per cent.*) in 1919-20, or an increase of 5,029. Successful re-vaccinations totalled 88,253 (55·70 *per cent.*) against 186,407 (60·58 *per cent.*) in the previous year, a decrease of 98,154. In 59 towns 35,952 primary and 36,216 re-vaccinations were performed during the year, representing a deficit of 2,827 primary operations and 54,426 re-vaccinations on the returns of the preceding year. Of the primary cases 33,591 or 98·42 *per cent.* and of the re-vaccinations 14,755 or 54·24 *per cent.* were returned as successful. Out of 22,856 surviving children available for vaccination in these towns successful vaccination was performed on 21,105 infants.

The total operations performed in various dispensaries and hospitals were 2,016 primary vaccinations and 2,227 re-vaccinations as against 7,220 primary vaccinations and 4,685 re-vaccinations in the previous year. Tharrawaddy, Bassein, Myaungmya, Katha, Myitkyina and Pakôkku were the only districts in which any considerable amount of dispensary vaccination was done; in very many districts no dispensary vaccination was performed.

In an average population of 14,978 in jails, 31,447 persons were compulsorily vaccinated. In 2,941 primary cases 1,894 or 64·40 *per cent.* and in 28,506 re-vaccinations 14,684 or 51·51 *per cent.* were found to be successful.

In the Port of Rangoon vaccination was performed on 14,718 passengers, but the results of these operations could not be verified.

Out of 674,483 persons vaccinated, Civil Surgeons verified 80,730 or 11·97 *per cent.* which included 52,809 or 10·92 *per cent.* of primary cases and 27,921 or 14·62 *per cent.* of re-vaccinations. Supervisors of Vaccination verified 221,752 cases or 45·86 *per cent.* of primary operations and 64,737 or 33·90 *per cent.* of re-vaccinations. None of the vaccinations in the Myingyan District were inspected by the Civil Surgeon.

177. The total expenditure during the year was Rs. 258,101-6-7 or an increase of Rs. 9,452-9-5 on that of the year 1919-20. The increase on pay of the establishment was Rs. 4,824-10-3 and on travelling allowance Rs. 8,260-9-1, but there was a decrease on contingencies of Rs. 3,632-9-11. The average cost of each successful case of vaccination was Re. 0-7-9 as against Re. 0-6-4 in 1919-20.

Expenditure.

178. The number of calves inoculated during the year was 376 against 484 during 1919-20. Of this number, 43 calves either failed to re-act or yielded lymph of poor quality which was rejected. One calf was rejected owing to its developing a septic ulcer after inoculation. The total of doses issued was 951,108 against 1,068,553 in 1919-20 and 755,923 in 1918-19. The outturn per calf was 28·1 grammes against 24·06 grammes in the preceding year. The net cost of the Depôt was Rs. 18,319-13-7 as compared with Rs. 21,555-1-11 net cost in the previous year. The cost of each dose of lymph issued was 3·70 pies against 3·87 pies in 1919-20.

Vaccine Depot, Meiktila.

Out of 13 Supervisors of Vaccination and 44 Vaccinators who underwent training, 9 Supervisors and 43 Vaccinators passed during the year.

CHAPTER VII.

INSTRUCTION.

REFERENCES—

Report on Public Instruction in Burma for the year 1920-21.
Statistical Abstract for British India, Volumes IV and V.

General System of Public Instruction.

For information on this subject reference should be made to paragraphs 178 to 205 of the *Report on the Administration of Burma* for the year 1917-18. Since these paragraphs were written the University of Rangoon has come into existence. Vernacular Education is in the hands of Divisional School Boards, on which the local Inspector of Schools sits as Secretary and Executive Member. Each Commissioner's Division is now an Inspector's Circle. The Educational Syndicate has been abolished with the coming of the University; its functions are being discharged, as a temporary measure, by the Director of Public Instruction with the assistance of certain Special Boards.

Education.

General Progress and Educational Measures.

179. The decline in the number of pupils under instruction, described hopefully last year as a temporary set-back, still continues. In colleges and Anglo-Vernacular schools it is mainly due to the regrettable strike and boycott, while in Vernacular schools it is chiefly accounted for by the change carried out in most divisions in the system of financing these schools, and by the adoption of a policy which prefers increased efficiency to mere expansion.

Of the events of the year making in different ways for educational advance, the following may be mentioned :—

(1) The issue of the Educational Calendar, which, with the Educational Rules and the Grants-in-Aid Code issued in the preceding year, superseded for Anglo-Vernacular and European schools, as well as for special schools under the direct control of the Education Department, the old Burma Education Code and gave effect to many changes, believed to be in the right direction, in the organisation of education as regards general control, finance, discipline and the direction and supervision of studies.

(2) The sanctioning of a scheme drawn up by the Inspector-General of Civil Hospitals, the Director of Public Health and the Director of Public Instruction, in consultation, for the better medical

inspection of schools and the improvement of school hygiene and the systematic care of school children.

(3) Improvement of the conditions of award of scholarships tenable in the University and in recognised schools.

(4) Extended provision made for the system of elementary training classes for teachers in Vernacular schools and the institution of two special Monastic Training schools for monks and novices.

(5) The institution, under special rules, of book depôts in Government schools.

(6) The transfer of the control of Normal schools from a special branch of the inspecting staff to the Circle Inspectors of Schools.

(7) The institution of accountancy classes conducted by experts under the direction of a board of experts advisory to the Department.

(8) The institution of an Art Club recognised by the Department which provides instruction and training of a high order and which will probably develop into a School of Arts, possibly as part of the University organisation.

(9) A reorganisation of the system of rewards to Pali schools for advanced learning.

(10) Improvement in the pay of women teachers in elementary training classes, and in the rate of stipends granted to students in these schools.

(11) Extension of the system of full salary grants, in place of results-grants and half-salary grants, to vernacular teachers.

(12) Revision of the pay of clerks in the Director's office.

(13) Opening of one new Government Anglo-Vernacular school.

(14) Award of special scholarships to England (*a*) to a student in Mining Engineering, (*b*) to two students intending to take courses separately in Painting and Architecture, and award of one scholarship tenable in the Architectural branch of the Bombay School of Arts.

(15) Substantial loans to many Anglo-Vernacular schools whose finances were adversely affected by the boycott.

(16) The institution and recognition of an orphanage for Anglo-Indian boys at Twante under the management of the Christian Brothers and substantially aided by Government.

(17) The institution of a Committee under the Chairmanship of the Director of Public Instruction for the selection of candidates for the Indian and Burma Educational Services.

(18) The holding of a Teachers' Conference in Rangoon in which a number of valuable papers were read and interesting discussions took place.

(19) The summoning of a Conference to consider questions relating to the improvement of Anglo-Vernacular education.

(20) The foundation of the University of Rangoon and the reorganisation of the two Constituent Colleges of the University.

Number of Schools and Scholars and Expenditure.

180. The number of all institutions, public and private, fell from 26,806 to 25,788. Public institutions decreased in number from 8,417 to 7,806, private from 18,389 to 17,982. Pupils attending the former fell from 372,561 to 356,080 or nearly four and a half *per cent.* Pupils attending private schools fell from 202,645 to 201,201, or about two-thirds *per cent.*, this although the so-called "National Schools" have been added to the list; but the figures for private institutions are not trustworthy. The total recorded expenditure on education during the year under review was Rs. 93,50,160 or Rs. 12,13,361 more than in 1919-20. The distribution under the several heads was as follows :—

	Rs.
Provincial Funds	41,21,930
Local Funds	11,25,351
Municipal Funds	4,19,198
Fees	22,52,244
Other Sources	14,31,437

Higher figures are shown under all main heads. Fees for tuition however show a total decrease of about Rs. 31,000, due presumably to the boycott movement. The increase in the total for fees of all kinds is explained by the inclusion for the first time of fees for University examinations and also by a small increase in the tuition fees of Lower Primary schools, and a considerable increase in the amount of boarding fees. All other sub-heads show a fall in the amount realised in fees.

The great increase in expenditure from Provincial Funds is largely accounted for by the charges incurred in the institution of the University, by the greater cost of Secondary education (about 3¾ *lakhs*), by an improvement in the salaries of officers of the higher Educational services, and by a large increase in the amount paid from funds at the disposal of the Education Department in grants in aid of buildings and equipment in schools under private management.

Apart from Provincial Funds the only head which shows a much higher figure than in the previous year is that of "Other Sources" which are for the most part the contributions of managers of aided schools: this higher figure implies increased expenditure incurred by private persons and bodies in the extension of education and the advancement of educational efficiency.

Recurring expenditure on the maintenance of colleges and schools known as "direct expenditure" amounted this year to Rs. 59,14,299 or Rs. 5,03,533 more than the sum for the previous year. Expenditure on University, Direction and Inspection, Buildings, Scholarships and Miscellaneous charges reached Rs. 34,35,861 as against Rs. 27,26,033 of the previous year. The cost of Direction and Inspection is borne entirely, and that of Scholarships almost entirely, by Provincial

revenues. The cost of higher education and of Secondary, Primary and Special schools is shared by tuition fees, public funds and other sources in the following proportions :—

—	1919-20.			1920-21.		
	Fees.	Public Funds.	Other Sources.	Fees.	Public Funds.	Other Sources.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Higher education ...	28	56	16	16	44	40
Secondary schools ...	35	53	12	32	55	13
Primary schools ...	14	73	13	13	75	12
Special schools ...	6	87	7	5	84	11

The average expenditure on education per head of population in 1920-21 was As. 11-3, of which As. 6-10 was from public funds. The average expenditure for the previous year was As. 10-8, of which As. 6-3 was from public funds.

The average cost of education per pupil was Rs. 16·2 as against Rs. 14·5 in 1919-20. There was an increase under all heads except Special schools, *viz.* University Rs. 497·4 against Rs. 305·7 of the previous year ; Secondary education Rs. 29·9 against Rs. 27·5 ; Upper Primary schools Rs. 5·9 against Rs. 5·6 ; Lower Primary schools Rs. 3·7 against Rs. 2·8 ; Training schools Rs. 479·02 against Rs. 298·07 ; Special schools Rs. 11·9 against Rs. 13·5.

Primary Education.

181. The total number of schools of all grades in which Primary education is imparted was in 1919-20 and 1920-21 as follows :—

—		1919-20.	1920-21.	Actual increase or decrease.
Government	European	1	1	...
	Anglo-Vernacular	37	38	+ 1
	Vernacular	10	11	+ 1
	Total ...	48	50	+ 2
District Cess (Vernacular)		40	37	- 3
Municipal Boards (Vernacular)		14	17	+ 3
	Total ...	54	54	...
Private Management.	European	31	31	...
	Anglo-Vernacular	154	146	- 8
	Vernacular	7,589	6,911	- 678
	Total ...	7,774	7,088	- 686
	GRAND TOTAL ...	7,876	7,192	- 684

The figures for European and Anglo-Vernacular schools call for no remarks. The figure for Vernacular schools show a loss of 678 schools under private management (7,589 to 6,911). The corresponding loss last year was 858. The fall was due to the deliberate policy of closing inefficient schools and concentrating on schools which have a chance of becoming efficient. The measures now being taken by Divisional Boards may possibly be considered drastic, but in the end they will benefit education.

It should moreover be observed that a fall in the number of schools does not necessarily imply a fall in the number of pupils under instruction. Some of the pupils may have been drafted into other and more efficient schools while the transfer of a school of the 'B' class with all its pupils, from the public to the private list, means only that public funds, hitherto wasted on hopeless schools, have been made available for the improvement of schools with some promise in them.

When attention is turned to the tables which show the numbers of pupils we note a slight rise in European schools, and a fall of 3,450 or 16 *per cent.* in Anglo-Vernacular schools (which fall, it may be remarked, brings the total figure very little below that for 1918-19), and a drop of 7,565 or 2 *per cent.* in Vernacular schools. The figures for European schools need no comment. The decrease in number in Anglo-Vernacular Primary standards is again due to the boycott, in which even little boys and girls were driven to take part.

The figures for Vernacular schools show a decline from 309,061 to 301,496, that is, by 7,565 or 2 *per cent.* The fall is less by over three thousand than that recorded last year, 10,604, and, while the loss in boys in the two years is about the same (8,581 and 8,549), we have to record this year, against the loss of 2,055 in the number of girls of the previous year, an increase of 1,016.

These figures are for the Primary standards of all Vernacular schools. It will however be convenient to consider the total figures for Vernacular schools together, without distinguishing between standards and grades.

The total numbers of pupils under instruction in Vernacular schools in 1918-19, 1919-20 and 1920-21 were respectively 329,035, 318,824 and 312,504. Thus the drop in numbers recorded was 10,211 last year and 6,320 this year. The number of boys under instruction in the three years was 221,584, 213,480 (−8,104) and 205,324 (−8,156). The figures for girls were 107,451, 105,344 (−2,107) and 107,180 (+1,836). Thus while the drop continues steadily in the case of boys, the girls have begun to redress the balance.

The greater part of the loss in numbers must be debited to Monastic schools, in which the decrease of boy pupils was greater than that recorded last year (7,014 against 5,989), and the improvement in the number of girls under instruction recorded last year has not been

sustained. This year's figures show a fall of 1,350 in the number of girl pupils against the rise of 539 recorded last year.

In lay schools, on the other hand, though the number of boys has again fallen by 1,142 or ·9 *per cent.* the number of girls has markedly increased, *viz.* by 3,186 or 3 *per cent.*, and this has caused the total number of pupils under instruction in lay Vernacular schools to increase by 2,044 or ·9 *per cent.*

How far the numerical strength in Vernacular schools was affected by the boycott before the close of the year under review it is not possible with the data available to estimate. It is certain that during recent months 'national' schools have been drawing steadily on Vernacular schools, parents being induced to send their children to these private institutions not only by the exhortations of agitators, who proclaim the support of 'national' schools to be a patriotic duty, but by the consideration that in the 'national' schools even in the lowest standards a little English may be learnt. This particular attraction, it is hoped, the Vernacular schools themselves will soon be able to offer, with no competing rival in the field.

However, though the national movement may have contributed something to the fall in strength in recognised Vernacular schools, the main cause is still to be assigned to an inevitable reaction from the ill-considered efforts at expansion of former years and to a deliberate policy of concentration on the better-equipped schools. We may hope with some confidence that we are now near the turning of the tide, and that it will soon be possible to adopt and carry steadily forward a policy in which expansion and efficiency proceed hand in hand. The need is a larger number of qualified teachers and more money with which to start new schools and to provide all Vernacular teachers with adequate salaries regularly paid. Steps have been taken, or are under consideration, which, it is believed, will lead to the realisation of these essential conditions at no distant date. The number of elementary training classes is steadily increasing, and both the Monastic Training schools are doing good work. In seven out of the nine Inspectors' Circles the full salary system of grants-in-aid has been adopted, completely or in part, and it is believed that even before the School Boards, to be constituted under the Rural Self-Government Act, come into being, the vicious system of Results-grants will be entirely swept away, and the Vernacular teacher will no longer be mocked with a fictitious salary of which one half, though real, is miserably inadequate, while the other half is imaginary.

Secondary Education.

182. The total number of recognised Anglo-Vernacular and European Secondary schools fell from 192 to 187 owing to the 'nationalising' of schools. Of the 187, 6 are High and 4 Middle schools

for European boys ; 11 are High and 6 Middle schools for European girls. Of the Anglo-Vernacular schools 44 High and 95 Middle schools are for boys and 5 High and 16 Middle for girls. One additional Government Anglo-Vernacular school has been established and three Government Anglo-Vernacular High schools have become middle grade. The total number of Vernacular Secondary schools has fallen, though very slightly, from 1,258 to 1,253.

The number of pupils in the High and Middle Departments of schools of all kinds has dropped from 27,212 to 22,154. The European schools show slightly better figures than last year, 1,976 as against 1,938. The loss in Vernacular schools (444) is not considerable ; on the other hand the number of pupils in the High and Middle Departments of Anglo-Vernacular schools fell from 13,822 to 9,170. The cause of the decline is, of course, the boycott.

No change of importance has been made in the Anglo-Vernacular and European curricula during the year. The old Burma Education Code, except for Vernacular education, has been completely superseded by the issue of the Educational Calendar, which was published during the year, and which with the Educational Rules and the Grants-in-Aid Code, issued during the year, takes the place of the old Burma Education Code, so far as Anglo-Vernacular and European schools are concerned.

The results in the European High and Middle School examinations were again remarkably good—86 *per cent.* passing in the High School and 74 *per cent.* in the Middle School examination. In Vernacular examinations results were, in the IXth Standard, decidedly better, but in the VIIth Standard much worse than the previous year.

As a result of the boycott there was a considerable fall in the number of candidates who presented themselves for the Anglo-Vernacular High and Middle School examinations. Four hundred and sixty-nine candidates appeared for the former examination as against 828 in the previous year ; and 2,043 as against 3,115 appeared for the Middle School examination. On the other hand the difference in the figures of success in the High School examination was almost negligible—300 against 361—while the percentage of those who passed the Middle School examination was raised from 52 to 60. The results of these examinations, particularly the results of the High School examination, in which the percentage of success was raised from 43 to 63, prove conclusively that the boys who went on strike as a protest against the provisions of the University Act, Statutes and Regulations, were not distinguished among their fellows for industry and intelligence.

The improvement in Anglo-Vernacular examination results would no doubt have been even more marked had the pupils who resisted the temptation to rebel not been exposed to influences the reverse of favourable to study and application to work. As it was, in consequence

of the increased percentage of passes, the number of admissions to the University in the current year has been much less affected by the boycott than might have been expected. It is also satisfactory to record that a clear majority of the successful candidates were declared eligible for admission to the University courses proper and were not required to take the Preliminary Collegiate Course.

The Anglo-Vernacular and European School Advisory Boards each met twice during the year. Besides arranging for the conduct of the different examinations with which they are concerned, the Boards approved, subject to the correction of some minor errors, the matter contained in the Educational Calendar, including certain modifications in the details of courses and examinations. They also recommended to Government a change in the nomenclature of the various Anglo-Vernacular and European Scholarships. The scholarships are now named with reference to the class of institution in which they are tenable and not to the examinations on the results of which they are awarded.

Collegiate Education.

183. The most important event of the year was the foundation of the University of Rangoon; the most sensational the student and school-boy boycott which almost immediately followed it, and of which the character of the University organisation was the pretext.

The University Act was passed by the Legislative Council on the 28th August, and came into force on the 1st December, 1920. On that day Government College and Judson College became Constituent Colleges of the University; the former under the name of University College and with a new constitution. University College is no longer a Government Institution although at present all the members of the superior teaching staff are officers of the Indian and Burma Educational Services and although, apart from the income derived from tuition fees, the College depends for its maintenance upon contributions made by Government to the University College Fund.

As soon as the Act came into force, steps were taken to establish the various University bodies. The Senate was duly constituted, University Professors were appointed and the University bodies which are appointed by the Senate were formed. The teaching and examining work of the University was taken up immediately and has proceeded regularly and quietly in spite of the storm raging outside. The total number of students on the rolls of the two Constituent Colleges in Arts, Science and Law shows a decrease from 852 to 431. This is of course due to the boycott, but it should be stated that the return of strikers and the admission of new students has in the current year restored normal conditions completely in Judson College and in a large measure in University College. Of those who have not returned

many are young men who were not likely, by reason of their intelligence or industry, to be of much strength to their respective colleges.

The following is a comparative statement of University Examination results in 1919-20 and 1920-21 :—

Nature of Examinations.	1919-20.			1920-21.		
	Number presented.	Number passed.	Per cent.	Number presented.	Number passed.	Per cent.
Intermediate { Arts ...	194	88	45	83	56	67
Intermediate { Science ...	96	38	40	54	40	74
Bachelor { Arts ...	122	71	58	57	43	75
Degree { Science ...	34	22	65	15	9	60
Master of Arts Degree ...	5	3	60	...	...	...
Bachelor of Law Degree ...	36	18	50	42	28	67

As was to be expected there was a great drop in the number of candidates presented for examinations other than those in Law, studies in which were not affected by the boycott ; but a marked improvement is seen in the percentages of success. The examination for the Bachelor's Degree in Science was the only University examination in which the percentage of success was not appreciably higher than in the previous year.

The following extract on the boycott from a report of the Principal of University College is interesting and suggestive :—

"Of the University boycott it is difficult to speak with any certainty as to its origin, how far it was engineered from outside or how far it was a spontaneous movement arising among the students themselves. It seems probable that the original idea was from outside. I myself heard a month before the boycott that a movement of the kind was being fostered by some of the more hot-headed of the young Burma party, the reason then given being that the new University was to be 'residential' and therefore expensive for the students, and apparently the idea was held that all students were to live in hostels. Enquiries quietly made on the opening of the College in the middle of November gave no confirmation to these rumours ; an address by the students was given to me to celebrate my return, in which it was stated that 'we on our part are willing and ready to co-operate with our Principal in all he does in the inauguration of the proposed Rangoon University.'

"On the opening of the College preparations were made for the College sports and for the annual College entertainment to be held at Christmas, and these preparations were carried on almost up to the date of the boycott. What precipitated the movement I have not

been able to ascertain. I visited the students assembled at Bahan on Sunday, the 5th December, but could not get from them any definite idea of what their grievances were. They admitted that they had not read the University Act, and so had no firsthand knowledge of it, and stated that such knowledge as they had was derived from newspapers. They reiterated the statement that the Act had been forced on the country against the wishes of the Burmese people, that their elders had failed to prevent the Act passing, and that they therefore were out (as they put it) to 'smash' it. A few seemed enthusiastic on the matter but the majority appeared to be apathetic and to be simply following the leaders, not because they cared much for the movement, but because they seemed to think that they should all hold together."

Four Government High schools, *viz.* those at Akyab, Bassein, Moulmein and the High School for Europeans, Maymyo, were recognised by the University as Collegiate schools, that is to say, schools entitled to conduct the preliminary Collegiate course. No student, however, applied for admission to the preliminary class in any of these schools.

There were during the year 12 students, one a lady, who held Burma scholarships at the Medical College, Calcutta. Three of these appeared for the final M.B. examination in April 1921 and two passed. One student appeared for the First M.B. examination and passed, and four students appeared for and passed the Preliminary Scientific M.B. examination. The Principal of the Medical College reported favourably of the conduct of the Burma scholarship-holders. Four women students from Burma held scholarships in the Lady Hardinge Medical College, Delhi. One of them passed the intermediate, and one the first professional, examination during the year. In the Burma Medical School the average attendance during the year was 166 as against 138, the figure for the previous year. About half the students were Burmese, including Karens and Arakanese. Thirty-five students passed the preliminary examination out of 37 presented; 30 passed the intermediate out of 33 presented, and 21 out of 22 passed the final examination.

There were 45 pupils in the Veterinary colleges and schools in the Province at the beginning, and 41 at the close, of the year.

The number of students who sat for the *Patamabyan* examinations held in the year under review was 1,623 as against 1,565 in the previous year, and 626 passed. In the *Patamagyi* examination 18, all of them monks, passed out of 106 presented. In the *Patamalat* 153 passed out of 436. Of the successful candidates 9 were nuns and 2 (one of either sex) were lay candidates. In the *Patamangè* examination 455 passed out of 1,081. Of the successful candidates 431 were monks, 20 were nuns and 4, of whom one was a woman, were lay candidates. One

Inspector of Schools remarks in the course of his report that Pali studies in monasteries in his circle have been adversely affected by political distractions.

The certificate awarded to the *Patamagyaw* of 1920-21 was presented to him by His Honour the Lieutenant-Governor in the presence of the *Thathanabaing* at Mandalay on the 31st August 1921.

There were 48 women students on the rolls of the two Constituent Colleges in 1920-21, same number as in the previous year. Twenty girl candidates passed the Intermediate University examination out of 27 presented. Two women sat for the B.A. and one for the B.Sc. Degree examination and all passed.

Technical Education.

184. This paragraph treats of (1) schools maintained as institutions of a special character, (2) special classes attached to schools for general education.

Certain of the schools, *viz.* the Engineering School, the Reformatory School, and 18 Survey Schools are maintained by Government. The other special schools are under private management. Classes for special subjects may be attached to any school irrespective of management.

Particulars of attendance and examination of the Government Engineering School, Insein, and the results in technical subjects and examinations conducted by the Education Department are given below :—

Class.	Number at beginning of Sessions.		Left during the Sessions.		Number remaining at the end of Sessions.		Passes.	
	1919-20.	1920-21.	1919-20.	1920-21.	1919-20.	1920-21.	1919-20.	1920-21.
Third year Mechanical ...	6	2	...	...	6	2	6	2
Third year Civil Upper Subordinates ...	9	13	...	1	9	12	8	11
Third year Civil Lower Subordinates ...	12	8	1	1	11	7	10	7
Second year Mechanical ...	4	5	2	...	2	5	1	2
Second year Civil Upper Subordinates ...	9	12	...	2	9	10	7	6
Second year Civil Lower Subordinates ...	13	7	1	1	12	6	7	2
First year Mechanical ...	29	21	18	8	11	13	4	8
First year Civil Upper Subordinates ...	29	15	11	4	18	11	5	5
First year Civil Lower Subordinates ...	25	12	10	2	15	10	4	2

The reorganisation of the Engineering School has been under consideration of Government for a number of years, and this fact has perhaps caused delay in attending to the pressing needs of the moment. Unavoidable circumstances have also contributed to place the school in an unsatisfactory state, and lastly it is under the control of the

wrong department. The day however when the Director of Industries will take it over cannot be far distant, and the long-awaited reorganisation is now in sight.

Technical subjects are taught in 25 schools for general education which receive special grants from Government, and also in a few schools both lay and monastic without such grants. Amongst the technical subjects taught are the following :—Work in clay and cane, wood and lathe work, book-binding, printing, leather work and lacquer work.

An Art Club has been established, mainly for the instruction and encouragement of Burmese artists. It has received recognition and aid from the Education Department and may perhaps develop into a School of Arts under the University. It may be mentioned in this connection that two Burmese artists have been provided with scholarships to undergo Arts Courses in England.

Three hundred and forty-nine schools with an attendance of 13,444 pupils maintain gardens. The total number of pupils presented for examinations was 5,429, of whom 3,016 passed. Forty-one students in Normal schools also passed in School Gardening out of 51 presented. Applications for the post, in the Burma Educational Service, of Assistant Inspector of School Gardens were invited during the year and received, but a selection has not yet been made.

The annual competition for gardens in schools in the Pegu and Tenasserim Circles was held in Rangoon on the 5th February 1921. As in previous years the Agri-Horticultural Society not only lent its garden but very kindly presented prizes for all exhibits. The Education Department also gave special and extra prizes. The flowers and vegetables exhibited showed a marked improvement on those of last year.

The Commissioner of Settlements and Land Records furnishes the following particulars in respect of Survey Schools. The number of schools remained the same, *viz.* 18, but the number of pupils, 298, shows a rise of 57 and is the highest figure reached since 1912-13. The educational qualifications of the students are improving and this fact, taken with the increase in the number of pupils, indicates that Survey has become an attractive profession. The new course of training has been continued. In the practical examinations almost all the candidates were successful, but a large proportion reveal in the subsequent written examination that their training has been very defective. It is suggested that the local Superintendents, who conduct the practical examinations, are too easily pleased.

The written examination consists of three parts, Arithmetic, Revenue Law and Surveying. In Arithmetic 179 passed out of 345, in Revenue Law 148 out of 336, and in Surveying 189 out of 364. The results in each part were considerably below last year's.

There were seven recognised Commercial Schools in Rangoon with a total attendance of 365 pupils and one in Mandalay with an attendance of 55 pupils. None of these schools is as yet in receipt of grants-in-aid, but orders have been issued in accordance with which only efficient schools prepared to accept departmental conditions are recognised, and such recognised schools will be eligible for grants-in-aid.

The Inspector of Schools, Rangoon Town Circle, reports : "The schools which have so far been recognised are all filling an undoubted need ; but they are for the most part housed unsatisfactorily, and it may be necessary to extend the grants-in-aid so as to include building grants.

"There is no doubt at the present time great keenness on the part of Burmese and Indian youths and Anglo-Indian girls to make themselves fit to work in commercial offices, where the salaries compare very favourably (or, perhaps I should say, unfavourably from our standpoint) with those that can be earned in European and Anglo-Vernacular Schools."

Accountancy classes were sanctioned but not yet commenced in the year under report. The subjects taught are book-keeping, commercial correspondence, office routine and general business knowledge. Two lectures a week are given and the course lasts two years. At the end of the first year a certificate is given to successful candidates, at the end of the second a diploma. The course is under the control of an advisory board consisting mainly of well-known business men.

Three schools for the blind are maintained by the Society for the Propagation of the Gospel, *viz.* St. Michael's, Kemmendine, the Technical School for the Blind, Moulmein, and St. Raphael's, Mandalay. At St. Michael's there were 37 pupils on the rolls, all resident boarders. In this school the curriculum includes all the subjects generally taught in Vernacular schools together with kindergarten hand-training, singing, organised games, phonetic English and Burmese shorthand and typewriting. The school work has been greatly facilitated by the setting up of a printing department for embossed books, the major part of the stereotyping, pressing and binding being done by the pupils.

There were 22 pupils on the rolls of the technical school at Moulmein at the close of the year. The work of this school is mostly technical and consists of basket-making, chair-caning and string bag making, woodwork, rope-making and brush-making. Continuation classes for general education have been held in the evenings. Many lessons have been given in personal hygiene, and physical drill has been conducted during the rains.

St. Raphael's School for blind girls opened with 15 pupils and there were 20 pupils at the end of the year. The work of this school

is partly that of the ordinary Vernacular school and partly industrial. After passing the Third Standard the girls go into the industrial department where they are taught many kinds of home industries.

A Training College and School for the Deaf was opened on 16th August 1920, under the Principalship of Miss Mary F. Chapman with four pupils and three student teachers. At the end of the year there were 12 pupils and 3 student teachers. Of the pupils six were Burmese, two Tamils, one Talaing, one Chinese, one Karen and one European. Much of the work of the management during the year was of the nature of propaganda. Many meetings were held in various parts of Burma to explain "how the dumb are taught to speak" and parents of deaf children were interviewed. Money also was collected, and owing to the generosity of private subscribers and the help given by Government, the management was able to meet all expenses, to put Rs. 15,000 towards an endowment fund and to start a building fund.

Training Schools.

185. The number of training schools for teachers in the Province, excluding Monastic Training schools and elementary training classes, remained unchanged, but the Government Normal School, Rangoon, was no longer regarded as a training school for men. There are in all 7 training schools for men, 4 under Government and 3 under private management; and 6 training schools for women, 1 under Government and the rest privately managed. Of the 13 schools, 4 are Anglo-Vernacular, 4 Vernacular and 5 provide training for both classes of students.

The number of students undergoing training in the several grades in Anglo-Vernacular and Vernacular Normal schools in 1919-20 and 1920-21, respectively, was as follows :—

	1919-20.				1920-21.			
	High.	Middle.	Primary.	Total.	High.	Middle.	Primary.	Total.
Anglo-Vernacular Men	8	43	49	100	1	32	...	33
Anglo-Vernacular Women	5	32	48	85	2	25	17	44
Total	13	75	97	185	3	57	17	77
Vernacular Men	27	168	60	255	...	210	...	210
Vernacular Women	2	60	102	164	...	92	...	92
Total	29	228	162	419	...	302	...	302
Total of Men	35	211	109	355	1	242	...	243
Total of Women	7	92	150	249	2	117	17	136
GRAND TOTAL	42	303	259	604	3	359	17	379

It is not necessary to consider the High and Primary grades, as these have practically ceased to be. Training for graduates will be provided by the University as soon as the Department of Education in University College has been constituted. The Anglo-Vernacular Primary grade has been abolished without a substitute; the elementary training classes take the place of the old Vernacular Primary grade. We have thus to consider only the classes in which candidates for the Anglo-Vernacular and Vernacular School Certificates are trained. Last year a decided fall was recorded in the number of Normal students of this grade, *viz.* from 110 (73 men and 37 men) to 75 (43 men and 32 women). This year unhappily a further fall has to be recorded, *viz.* from 75 to 57 (32 men and 25 women). It is clear that the career of a junior school master or mistress is not sufficiently attractive to provide the necessary supply.

The number of students undergoing training as Vernacular teachers in the Middle grade has risen from 228 (168 men and 60 women), to 302 (210 men and 92 women), a very considerable advance.

The examination results for the two years under comparison were as follows :—

Anglo-Vernacular.

		1919-20.			1920-21.		
		Presented.	Passed.	Per cent.	Presented.	Passed.	Per cent.
High	Trained	27	Men 6, Women 5 — 11	41	8	Men 3, Women 2 — 5	63
	Untrained	18	3	17	13	8	62
	Total ...	45	14	31	21	13	62
Middle	Trained	142	Men 50, Women 29 — 79	56	86	Men 38, Women 30 — 68	79
	Untrained	21	12	57	23	17	74
	Total ...	163	91	56	109	85	78
Primary	Trained	122	Men 41, Women 50 — 91	75	8	Men ..., Women 8 — 8	100
	Untrained	3	2	67	...	...	...
	Total ...	125	93	74	8*	8	100

* Kindergarten.

Vernacular.

		1919-20.			1920-21.		
		Presented.	Passed.	Per cent.	Presented.	Passed.	Per cent.
High	Trained	32	Men 28, Women 2 — 30	94	...	...	...
	Untrained	...	...	...	...	...	...
	Total ...	32	30	94	...	...	...
Middle	Trained	98	Men 57, Women 28 — 85	87	19	Men 15, Women ... — 15	79
	Untrained	27	21	78	14	9	64
	Total ...	125	106	85	33	24	73
Primary	Trained	79	Men 40, Women 30 — 70	89	...	...	...
	Untrained	475	154	32	...	...	...
	Total ...	554	224	40	...	...	...

The percentage of passes in the Anglo-Vernacular examinations—the Primary grade examination may be excluded—was decidedly higher than in the previous year (62 against 31 in the High grade and 78 against 56 in the Middle) and as a consequence, in spite of the much smaller number of teachers under training, the output of trained Vernacular teachers in the year (98 against 105) was not relatively unsatisfactory.

Although the number of Vernacular students under training much exceeded the number for the previous year, the number presented for the Vernacular School Certificate examination was only 33 against 106 the year before. This is explained by the fact that for most of the Vernacular Normal students the course of training is of three years' duration. They enter the school with VIIth Standard qualification, are required to pass the VIIIth and IXth Vernacular Standards, and after passing the IXth to put in a year's training in the theory and practice of teaching. Of the 33 candidates presented 24 or 73 *per cent.* passed.

Eight new elementary training classes were opened and the total number was brought to 47. There were under training in these schools 680 students, 425 men and 255 women. Last year's figures were 395 men and 99 women. Five hundred and fifty students out of 670 presented, or 82 *per cent.*, completed the course successfully, as against 399 out of 500, or 80 *per cent.*, in 1919-20. There can be no question that the elementary training classes have supplied a want and are doing good work.

The two Monastic Training schools opened last year promise to be successful. The reports of the work done are very satisfactory. The Inspector of Schools, Mandalay, reports : "The Monastic Training School which opened at the beginning of the year at U Wimala's *kyaung* in Mandalay was training 9 monks, and 12 more have been enrolled for 1921-22. The experiment seems so far a success. Its value must ultimately be judged by the work done by the monks trained there. It remains to be seen whether after the training they have received, they will be content to retain the yellow robe and teach in monasteries without pay."

At Moulmein there were 14 novices in the class at the end of the year. The subjects taught, in addition to regular professional work, that is, Applied Psychology, the Theory and Practice of Education, Model Lessons and Practical Teaching including criticism lessons given in class, were Geography, Physiography ("in which the entire High School Course was covered during the year"), Arithmetic and English. In both schools English is taught, and the monks show very considerable enthusiasm for the subject.

In the course of the Annual Report on Public Instruction for 1918-19 it was noted that in the Training schools of the Province "more concentration seems desirable." There are plainly too many schools ; in Rangoon alone, there are three Normal schools for women and two for men, and there are nine schools in different places outside Rangoon. The question was taken up by the recent Conference on Anglo-Vernacular Education, and Government is now considering a recommendation of the Conference that "the present Anglo-Vernacular Normal schools should ultimately be absorbed into two institutions, to be called Training schools, situated in Rangoon, one for men and one for women." If this recommendation is accepted and carried into effect, the training of teachers in Anglo-Vernacular and European schools will be provided for in three institutions, *viz.* University College, in which graduate teachers will be trained, and the two Normal schools in Rangoon, into which young men and women with High School qualifications will be admitted. Two or three Vernacular Normal schools will then suffice for the training of higher grade Vernacular Teachers, while the needs of the rank and file of Vernacular Teachers will be supplied by the elementary training classes, one or more of which it is hoped will before long be found in every district of the province.

European Schools.

186. The number of European schools is the same as last year, *viz.* 35. The number of pupils at all stages of instruction remains much the same and calls for no comment. The total number of Europeans under instruction was 5,765 against 5,796 of the previous year.

Except in University Degree examinations, for which only nine European students presented themselves and only four passed, the success attained by European candidates in the University and public examinations was satisfactory. Twenty-one out of 25, or 84 *per cent.*, passed the Intermediate examination ; 108 out of 126, or 86 *per cent.*, and 265 out of 359, or 74 *per cent.*, passed the High and Middle School examinations respectively.

The total number of non-Europeans admitted into European schools during the year somewhat exceeded the regulation 10 *per cent.* Twelve out of 35 schools went beyond the limit, and two schools may be said entirely to have ignored it. In other words the settlement spoken of in last year's report as having been reached has not been reached, and it is now recognized that the matter must be placed on a new basis. The recent agitation against the European Code is largely due to misconception, and the arguments employed are highly fallacious. There is, since the issue of the Educational Calendar, no such thing as a "European Code." There still remains a European curriculum, adapted to the needs of those whose home language is English, or whose knowledge of English is sufficient to enable them to take a curriculum in which a high standard of proficiency is required in English itself, and in which, for other subjects, English is the sole medium of instruction throughout. To compel pupils able to take a curriculum such as this to follow courses of study designed for pupils to whom English is a foreign language, and who when they first come to school are unable to read, write or speak English would be preposterous. On the other hand there is no just reason to forbid schools not specially designed for Europeans to adopt the European in preference to the Anglo-Vernacular curriculum, or to exclude pupils under general order, on purely racial grounds, from schools designed for Europeans and Anglo-Indians. The Educational Rules as they stand permit managers of schools chiefly attended by non-Europeans to adopt the European curriculum. One school has for many years availed itself of this provision, and in the current year others have followed. In the matter of admission of non-Europeans to European schools under private management the schools have always been permitted to admit a certain percentage of such pupils. This however, as has been seen, has not proved a solution of the difficulty, and it is now recognized that, as far as the rules of the Department are concerned, the policy to be adopted should have reference exclusively to the efficiency of the schools, and therefore to the linguistic rather than racial qualifications of the pupils. Accordingly the authorities of European schools under private management will in future be left to admit non-Europeans at discretion, provided the efficiency of the schools is not impaired, and the rule under which non-Europeans were definitely barred from admission to the Government High School

for Europeans, Maymyo, will be cancelled; non-Europeans who possess the required knowledge of English will be eligible for admission.

Education of Mahomedans and Special Classes.

187. The total number of Mahomedans reported to be under instruction in all classes of schools, public and private, fell by 10,912, from 30,563 to 19,651. How far the figures for private schools represent actual facts, and how far the fall in numbers merely indicates neglect of duty by a Deputy Inspector of Mahomedan Schools, since removed, it is not easy to say. In public schools for Mahomedans the numbers fell by 2,741, from 18,910 to 16,169. The decrease is mainly due to the closing of inefficient schools in Arakan in connection with the introduction of the full-salary system, partly also, it is said, to the *Khilafat* movement.

The fall in the number of Mahomedan pupils in public institutions occurred mainly in the Primary stage, in which the numbers fell from 11,932 to 9,510. There was little loss in pupils attending Secondary schools, *viz.* 6,922 to 6,640, but the number of those in the University fell from 56 to 19.

The number of recognised schools designed for Mahomedans is six Anglo-Vernacular with 599 pupils on the rolls (the corresponding figure for last year was 655) and 152 Vernacular schools with 8,087 pupils (in the previous year there were 202 schools and 10,535 pupils).

The number of Mahomedan girls under instruction in public institutions in the years under comparison was 4,566 for 1919-20 and 4,039 for 1920-21.

The results of Mahomedan candidates in public examinations, University and school, are as follows (the figures in brackets represent results of the previous year) :—

B.A., 2 (5); B.Sc., 0 (1); Intermediate, 6 (8); High school, 30 (21), Middle school 126 (147). The High school results alone are superior to those of the previous year. The Middle school results include those of all Middle school examinations conducted by the Department, *viz.* European, Anglo-Vernacular and Vernacular.

The total number of pupils belonging to special classes in all kinds of schools, public or private, has fallen, according to the returns, by 1,279, from 90,262 to 88,983.

The order of importance of the various special classes, indicated by the number of pupils under instruction in recognised schools, is as follows :—

Karens (33,990); Chinese (12,022); Shans (6,730); Talaings (6,313); Indians (5,418); Taungthus (1,642); Chins (1,599); Kachins

(826); Inthas (824); Danus (661); Lahus and Lawas (507); Palaungs (400). The order varies somewhat from that of the previous year, but, except for Chinese, Indians and Talaings, the difference in actual numbers is not great. In the case of Talaings, the difference, it is not unlikely, is merely a difference of classification. The increase under Danus (527 to 661) and Lahus and Lawas (357 to 507), if reduced to percentages, is considerable.

If the comparison be confined to numbers of pupils in recognised schools for special classes the results are as follows :—

In Anglo-Vernacular schools the figures are higher for all classes except Chins, who show a slight decrease (169 to 150). Karen schools and schools for Tamils and Telugus again record a marked increase. In Vernacular schools the conditions reported last year are changed for the better. Of the 13 classes for which returns were submitted last year, all except five showed a decrease in numbers. This year's figures show an increase in nine out of the 15 classes and the nine include four of the five of the previous year's favourable exceptions. The total numerical strength in recognised schools for special classes has risen by 1,745, from 51,904 to 53,649. In private schools the numbers are reported to have fallen by 1,393, from 19,110 to 17,717.

The number on the rolls of the Government School for the Sons of Shan Chiefs, Taunggyi, on the 31st March 1921 was 83 as against 89 in the former year. The report of the Principal is generally satisfactory. He notes that the Director's visit during the year has "resulted in the preparation of plans for the completion of dormitories, class-rooms, clerk's and Principal's offices." A new gymnasium was sanctioned and the plans for these buildings are being dealt with in the Public Works Department.

Both Anglo-Vernacular and Vernacular public schools for Tamils and Telugus show improved attendance. In the Vernacular schools, however, the increase is confined to Rangoon and Insein Districts. There is an elementary training class for Tamils in Rangoon. The Telugus are not so fortunate as Tamils in education. There are few qualified Telugu teachers and no Telugu elementary training class. The progress of Tamils and Telugus is much more marked in Anglo-Vernacular than in Vernacular education. There are several good Anglo-Tamil schools and the pupils acquit themselves with great credit in the public examinations. Tamil and Telugu Vernacular schools, on the other hand, are handicapped by the migratory habits of the parents. They are mostly coolies whose occupation does not permit them to remain long in one place.

The post of Supervisor of Chinese Schools was instituted with two objects in view, first to supply Government with accurate information on the number and character of the Chinese schools in the

Province, and secondly to bring as many Chinese schools as possible into the public system of education. The first object has been attained; the second proved unattainable, as the societies which control Chinese schools do not stand in need of assistance from public funds and are unwilling to accept Government control.

There are now five recognised Chinese Anglo-Vernacular schools and one recognised Vernacular school, with a total attendance of 394 Anglo-Vernacular and 25 Vernacular pupils. There are, according to the Supervisor of Chinese Schools, 74 Chinese schools in the province with an attendance of about 2,600 pupils. They are to be found in all divisions except Arakan and Sagaing. If the Supervisor's figures are complete it follows that the great majority of Chinese pupils undergoing instruction in Burma are pupils in schools not specially designed for the education of Chinese children.

Female Education.

188. The number of girls in the University remained the same. There was a rise in the number of girls under training (elementary training classes included) and of girl pupils in European and Vernacular schools, but the number of girls in Anglo-Vernacular and Special schools decreased. The drop in special schools is without significance. The fall in Anglo-Vernacular schools is due to the boycott and is inconsiderable.

The increase in the number of girls in European schools is distributed over all grades. The higher figures for girls in Vernacular schools have been commented on in the paragraph on Primary Education. Last year the total figure for girls under instruction in all classes of institutions was less by 832 than the previous year's number. The total figure for the year under review, if elementary training classes be excluded, is 647, if elementary training classes are included, 803, above the total figure for 1919-20. Although the number of girls under instruction in girls' schools has fallen somewhat, the year on the whole may be regarded as one of advance, so far as the education of girls is concerned.

The figures for the actual increase and decrease in the number of girls under instruction in all kinds of institutions, public and private, classified according to race or creed, show, or appear to show, an increase amongst Indian Christians, Hindus, Buddhists and Parsis, and a decrease amongst Europeans, Mahomedans and "others," the fall in the case of Mahomedans being somewhat extraordinary, *viz.* from 8,199 to 4,673 or by 3,526. The fall in the other cases is negligible, and the degree of increase in the classes which show higher figures is without much significance. The figures however include returns for private institutions and these are not accurate. The

contributions made by the several races and creeds recognised in the official classification are as follows :—

Race and Creed.	1919-20. Number.	1920-21. Number.	Actual increase or decrease.
Europeans and Anglo-Indians	2,882	2,827	- 55
Indian Christians	10,047	10,273	+226
Hindus { Brahmans	113	124	+ 11
Hindus { Non-Brahmans	769	948	+179
Mahomedans	4,566	4,039	-527
Buddhists	97,158	97,971	+813
Parsis	6	21	+ 15
Others	141	126	- 15
Total ...	115,682	1,16,329	+647

The performance of girls in University and High School examinations must be pronounced most creditable. Of the five girls who sat for the degree examination all passed ; 76 *per cent.* passed the Intermediate ; 81 *per cent.* the Anglo-Vernacular High School ; and 87 *per cent.* the European High School.

In the Middle School examinations also good results were obtained except, perhaps, in the Vernacular examination. In the European examination, out of 154 presented, 128 passed and 15 obtained scholarships. In the Anglo-Vernacular 195 passed and 15 obtained scholarships out of 302 presented. In the Vernacular only 105 passed out of 283 presented.

It is a testimony to improved conditions that Government has decided no longer to reserve for girls any scholarships awarded on the results of higher examinations, since it has been found that in these girls are quite able to hold their own against boys with a fair field and no favour.

Reformatory School, Insein.

189. The Report of the Superintendent of the Reformatory School, Insein, is again highly satisfactory. There were 92 boys at the beginning and 112 at the close of the year, the average daily number being 103. Thirty-five boys were admitted during the year and 16 were struck off the rolls, one having died in the Reformatory. The other boys with scarcely an exception enjoyed good health throughout. The general behaviour of the boys was satisfactory. Few punishments were inflicted and two months passed without any boy being punished. The system of letting boys out on license had to be curtailed, as two of the boys licensed fell under the influence of bad characters in the neighbourhood, relapsed into crime and were convicted. The other boys who were on license worked satisfactorily.

The work of the boys in the school on both sides—general and technical —was good, and the external examiners who tested them pronounced themselves highly satisfied. *Sayadaw* U Nyaneinda continued to impart religious instruction to the pupils on Sundays and holidays. In all respects the administration of the school during the year reflects much credit on the Superintendent and his staff.

Literature and the Press.

Publications Registered.

190. The number of publications registered showed a considerable increase from 188 to 327. One hundred and ninety-four were in Burmese, 18 in English, 60 in Pali-Burmese, 8 in Anglo-Burmese, 21 in Tamil, and the rest in Kachin, Karen, Talaing and other languages. Works of fiction amounted to 138, religious treatises to 88, and works on language to 14 ; biography, drama, history, law, medicine, poetry and science were also represented. The miscellaneous class comprised prospectuses of companies, rules of societies and the like. Most of the fiction is reported to be poor stuff, owing more to the cinema than to any study of Western Literature. The old drama, based on Buddhist law and legend, is passing away. The large increase under the head of fiction is due to the appearance of a weekly fiction magazine in Rangoon ; it is published in Burmese and contains novels in serial form. Only one of the works of fiction registered was reported to have contained objectionable passages. Under the head "language" the most noticeable publication was probably Part II of a comparative dictionary of the Pwo-Karen dialect. Other works appear to call for no comment.

Presses, Newspapers and Periodicals.

191. Excluding the three Government Presses at Rangoon and Maymyo there were 209 presses at work during 1920-21 as compared with 177 in the previous year. Fourteen presses, including eight in Rangoon, were closed down, while 46 were opened, of which 24 belong to Rangoon.

The number of newspapers published rose from 58 to 62, including a publication hitherto classed as a periodical : eight new papers were started and five were discontinued. The number of daily papers increased from 12 to 15 : seven were in Burmese, six in English, one in Chinese and one in Tamil. Of the others 18 were in English, 15 in Burmese, six in Sgaw Karen, and one each in Anglo-Burmese, Anglo-Karen, Anglo-Urdu, Chin, Gujarati, Kachin and Pwo-Karen.

The number of periodicals published declined from 102 to 100 : 13 were discontinued during the year and 12 were started : one was reclassified as a newspaper. Excluding Government publications,

the number of Burmese periodicals increased from 16 to 22; eight were in English, as against thirteen, two were in Sgaw Karen, and one each in Anglo-Burmese, Pwo-Karen and Tamil.

Literary Societies.

See paragraph 294 of the *Report on the Administration of Burma* for the year 1911-12.

Rangoon Societies.

192. Of Literary Societies properly so called there were four in Rangoon as in the previous year, namely the Literary Society, the Rangoon Teachers' Association, the Bernard Free Library and the Burma Research Society. The membership of the first named rose from 180 to 190, and its income, which is derived entirely from subscriptions, from Rs. 8,878 to Rs. 9,056. Five hundred and fifty-one new books were added to the library as against 329 in the previous year. Most members join the Society merely for the sake of the books, and use it as a lending library. The Society is free from debt, and closed its accounts with a credit balance of Rs. 7,933 as against Rs. 5,391 at the end of the previous year. The year was uneventful.

The chief activity of the Teachers' Association was the holding of an Educational Conference at University College, Rangoon, in November 1920. Seventeen lectures were delivered, and the Conference was well attended. Only two new books were purchased for the library, and only 181 books were lent out. Visitors to the reading room declined from 5,757 to 2,749: the Association suffered from the effects of the prevailing boycott.

The Bernard Free Library contained 10,995 books at the end of the year, as against 10,833. The number of registered borrowers was 2,080, of whom over 900 were Burmans. The average monthly number of books on loan declined from 661 to 553. The average monthly number of readers in the General Department fell from 824 to 612, and in the Manuscript Department from 64 to 63. An interesting contribution to the former department was a set of 38 gramophone records, the gift of the Local Government, illustrative of the languages and dialects of Burma. The Manuscript Department supplied nineteen manuscripts required by the Government of Siam for the National Library at Bangkôk: the three *zats* mentioned in last year's report were duly returned to the India Office after being collated with the local texts. The preliminary work was put in hand for the compilation of a descriptive catalogue. Thirty Burmese and 41 Talaing manuscripts were added to the Library during the year, and the total number rose from 5,082 to 5,153.

The Burma-Research Society continued to hold meetings and publish its journal: membership increased, a large number of Burmans being among the newcomers. Burmese, English and Siamese books were acquired for the Library. A Text Publication Sub-Committee was appointed, with the object of preparing Burmese texts for issue: valuable texts which are out of print, or exist only in manuscript form, are to be printed. The Burmese Academy, Kyaukse, was affiliated to the Society during the year.

Arts and Sciences.

193. Very little has happened worth mention in the year under report. There was the usual Art Handicrafts Exhibition in January 1921 and the quality and quantity of output was similar to that of previous years. The most important feature has been the preparation made for the provision of a Government sale-room for the sale of art wares and products of the village industries. This has long been needed. It may be anticipated that it will to some extent reduce the importance of the Annual Art Exhibition since it will give the public a permanent chance of purchasing wares instead of the present intermittent opportunity afforded by the Art Exhibition. The latter will however still have a value in that the competitions help to maintain a high standard of workmanship, a standard which may be adversely affected by the existence of a permanent chance of sale through a Government sale-room.

CHAPTER VIII.

ARCHAEOLOGY.

REFERENCE—

Report of the Superintendent, Archaeological Survey, Burma, for the year 1920-21.

194. The chief feature of the year's work in the Archaeological Department was the visit of the Superintendent to the Akyab District. On the occasion of the Lieutenant-Governor's visit to that district in the Spring of 1919, the inhabitants of the town of Myohaung drew attention to the state of disrepair into which the locally celebrated Shitthaung Pagoda had fallen, and they subsequently undertook to subscribe a sum of Rs. 3,000 to the cost of repairs and also to take steps to have trustees appointed for the care of the pagoda under the Ancient Monuments Act. This offer was accepted and Government agreed to contribute Rs. 5,000 and it was to arrange for the carrying out of the repairs, which are now in hand, that the Superintendent visited Myohaung last December. The account of his visit to Myohaung, and to Vesali, which is eight miles to the north-west of Myohaung, and the interesting report of the Honorary Archaeological Officer, Arakan, indicate how rich a field for archaeological discovery and research the Arakan Division has to offer. The practical interest displayed by the local elders in this visit is gratifying. Prior to the conquest of Arakan in 1784, in the reign of King Bodawpaya, when Arakan was incorporated in the Kingdom of Burma, and, incidentally, the sacred brass image of Gautama (supposed by legend to have been left behind him as a souvenir by the Buddha when he visited Arakan in the reign of King Chanda Surya) was transferred to its present resting place in the Arakan Pagoda at Mandalay, the Kingdom of Arakan had a separate history of its own, marked by many vicissitudes. At times it was invaded by the great kings of Pagan, who made and unmade Arakanese dynasties, and at one time it was tributary to Bengal. In the days of its greatest glory in the 15-16th century the kings of Arakan conquered Chittagong and retained it for over half a century ; and it was in these days that Myohaung was founded and an era of great architectural activity inaugurated. Vesali flourished perhaps five hundred years earlier. Excavations at both places may one day bring to light inscriptions and other material which will help to clarify the somewhat obscure chronicles of the history of the various Arakanese dynasties.

At Pagan the chief work was done on the Tilominlo and Sulamani Temples. At Mandalay repairs to the Palace buildings absorbed most

of the available funds. Certain structural alterations in the Palace, and a new lay-out of the Palace gardens, which were recommended by the Director-General of Archaeology in India in 1918, are at last being taken in hand. The conservation of seven monasteries at Mandalay built by the last two kings of Burma and other members of the Royal house, are now in the care of two prominent residents who have taken much interest in the repair and upkeep of these buildings.

The second part of Volume I of the *Epigraphia Birmanica*, dealing with Môn inscriptions, was published during the year, as were two parts of the second volume, treating of Talaing Plaques on the Ananda Pagoda. Part I of a list of inscriptions found in Burma and an amended list of ancient monuments in Burma were also issued from the press. The compilation of a revised catalogue of the coins in the Phayre Museum, Rangoon, was completed.

Under the new Reforms Scheme there will be two classes of monuments in India, called respectively protected and unprotected. The former class will remain under the Archaeological Department, which will be transferred to central control. The other class will henceforth have nothing to do with the Department, and will be maintained by the elected Minister for Public Works. It is unfortunate that a notification of 1915 declaring certain monuments to be declared protected under the Ancient Monuments Act of 1904 aroused the religious susceptibilities of the Buddhist population, who misunderstood its scope, and refused to admit the right of Government to protect religious buildings. In deference to popular sentiment the notification in question, with certain others of like tenor, was rescinded within three months of its appearance, and it was lately deemed inadvisable to revive the controversy of 1915 by again notifying the monuments concerned as protected. The result is that they have passed out of the Department's control. But there is no reason to despair of the people coming in due course to realise that the technical "protection" of their religious monuments is declared in the interests of their faith, and not to its detriment. There are signs of awakening interest in matters archaeological. Reference has already been made above to the enthusiasm which the people of Myohaung and its neighbourhood have evinced over their historical treasures, and a village archaeological association has actually been formed in the Amherst District for the preservation of Talaing literature, which involves much epigraphical research.

No interesting finds were made during the year. A group of 49 small figures was discovered in the Pakôkku District, but as they contained no writing, were of poor workmanship and had no intrinsic value they were returned to the finder. A brass plate discovered in the Toungoo District appears to have embodied an elaborate practical joke. It purports to commemorate a prophecy dating from the time of King

Asoka and relating to the founding of a temple near a certain village. But it introduces the name of a famous living actor, and research has failed to establish the existence of any prototype of the name sufficiently well known to be included in such a prophecy.

Expenditure on archaeological work during the year amounted to Rs. 53,120 as against Rs. 61,652. The bulk of the money, nearly Rs. 40,000, was spent on the Mandalay Division, and Rs. 10,000 on the Pakôkku Division, which embraces Pagan. The cost of the Archaeological Survey declined from Rs. 34,367 to Rs. 27,537.

CHAPTER IX.

MISCELLANEOUS.

REFERENCES—

Report of the Chemical Examiner to the Government of Burma for the year 1920.

Report on the working of the Pasteur Institute and Bacteriological Laboratory for the year ending 31st March 1921.

Statistical Abstract for British India, Volume IV.

Report on the working of the Office of the Superintendent, Government Printing, Burma, for the year ending 31st March 1921.

Ecclesiastical Jurisdiction.

See paragraphs 279 to 300 of the *Report on the Administration of Burma* for the year 1911-12.

Ecclesiastical.

195. The Rev. G. H. Bruce Kerr, who had retired in 1915 to join the Indian Army Reserve of Officers, was re-appointed to the Establishment. The Rev. E. H. Dunkley and the Rev. W. Delahay joined the Establishment during the year. The vacancies among the Government Chaplains noticed in last year's Report were thus filled. There was still a serious shortage of staff in the ranks of the Additional Clergy.

Stationery.

196. The bulk of the paper used for official purposes continued to be supplied by the Controller of Printing, Stationery and Stamps, Calcutta, from the Indian Mills. The cost of stationery supplied to General Departments and Government Presses in Burma during the year amounted to Rs. 1,01,084 and Rs. 4,14,393, respectively, showing increases of Rs. 7,442 and Rs. 66,277, respectively, over the figures of the previous year.

Offices of the Chemical Examiner and the Bacteriologist to the Government of Burma.

197. The total number of examinations made was 14,117 as compared with 8,990 in 1919, an increase of 5,127. The bulk of this increase took place in the examination of intoxicating drugs—thus specimens of cocaine rose from 1,160 to 4,216, of prepared opium

from 122 to 751, of ganja from 238 to 802 and of morphia from 28 to 192. These articles were sent by the Excise Department, and the Superintendent of Excise reports that the number of seizures of contraband has increased. Cocaine heads the list and there seems little doubt that most of it was intended to be used for illegal purposes. The effects of the cocaine habit are so ruinous both to mind and body, that every effort to stop the supply is more than justified. Adulterations of these smuggled drugs is apparently very common. Human poisoning seems to be on the increase and arsenic, probably the most easily detected of all poisons, is the one generally used.

The work of the Pasteur Institute, both anti-rabic and bacteriological, shows an increase, the former of 18 *per cent.*, the latter of 10 *per cent.*, over that of 1919. The financial relations of the Institute, which is largely "State Aided," have been thoroughly reorganized and placed on a satisfactory footing.

Microbiological and histological examinations numbered 1,513, a decrease of 10 *per cent.* on last year's figures.

Autogenous vaccines show a large increase. The total number prepared was 550. The number of doses supplied, including 477 inoculations done at the Institute, was 3,291 as compared with 728 last year. Eighty-five doses of various anti-sera were issued from the stock maintained in the cold store. The number of articles supplied, such as tubes of culture media, cultures and dead emulsions of organisms, and apparatus for collecting and sending specimens, was 618 as compared with 341 last year.

Office of the Superintendent, Government Printing, Burma.

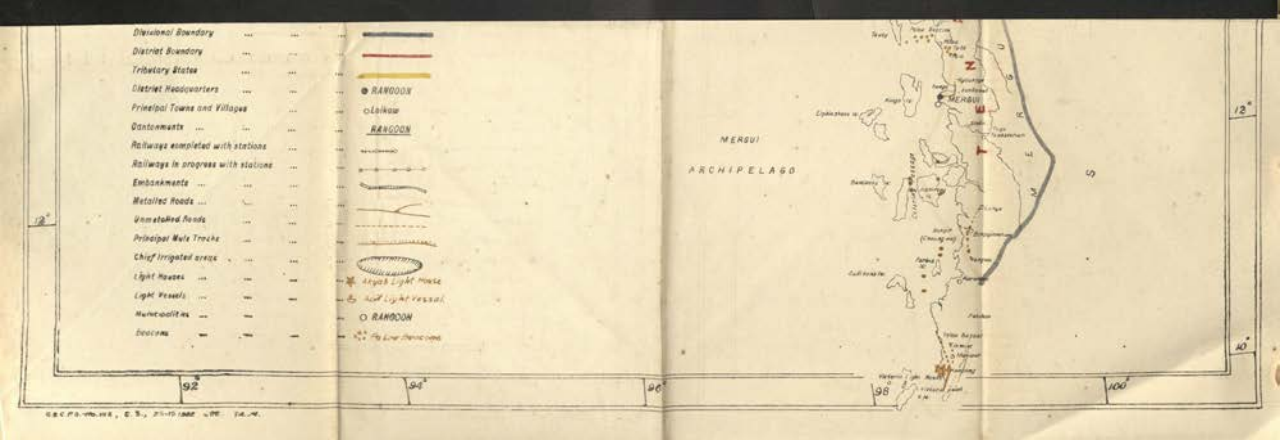
198. The work carried out in the three Government Presses, *viz.* the Central Press and the Jail Branch Press, both in Rangoon, and the Maymyo Branch Press, is almost entirely printing for Government Departments. The receipts rose from Rs. 68,617 to Rs. 80,004 and the expenditure from Rs. 3,82,347 to Rs. 4,98,051 in the year of report. The increase in expenditure is due chiefly to increases in the rates of pay and allowances, consequent on revision of establishment, and to the increased cost and quantity of "supplies and services." The cost of work done in the Central Press was Rs. 3,61,133, in the Jail Branch Press Rs. 1,11,298 and in the Maymyo Branch Press Rs. 18,186; in all Rs. 4,90,617. The corresponding total for 1919-20 was Rs. 4,07,820. The value of the dead stock at the three presses, exclusive of lands and buildings, was estimated at the close of the year to be Rs. 5,42,030 against Rs. 5,61,019 in the previous year. The value of sales (excluding those of Gazettes) made to the public at the Book Depôt and by the authorized agents amounted to Rs. 19,322 against Rs. 17,341 in the previous year, and the additions

to stock were valued at Rs. 74,065. Acts and publications supplied free during the year were valued at Rs. 52,124 against Rs. 50,893 in the previous year. The increase in value is mainly due to the enhanced prices of the publications. The results of the working of the Government Presses during the year may be regarded as satisfactory with reference to the general reduction in the percentage of overhead to productive charges. The almost general rise in the cost of the unit must be accepted as due to the increase in the cost of labour and materials.

G.B.C.P.O.—No. 1114, Chief Secy., 10-1-1923—670.

Map
OF
BURMA
SHOWING
DIVISIONS AND DISTRICTS
[To accompany the Administration Report]
1920-21
Scale : 1 inch = 32 miles
92°
94°
96°
100°
102°
28°
26°
24°
22°
CHITTAGONG
LUSHAI HILLS
MANIPUR
NAGA TRIBES
SHAN STATES
KACHIN HILLS
SAGAING DIVISION
MANDALAY DIVISION
MYINGYAN DIVISION
MAGWE DIVISION
MYITKYINA
BHAMO
MOGOK
MANDALAY
MYINGYAN
MAGWE
PALEIN
MONYWA
LOWER CHINDWIN
UPPER CHINDWIN
KATHA
KYAUKSE
MEIKTILA
YAMETHIN
MINBU
THAYETMYO
PAKOKKU
SINGU
MYITTHA
KUTKAI
HSIPAW
HSAWNG PANNA
KENGTUNG
KENGTUNG STATES
KUTKAI
HSIPAW
HSAWNG PANNA

AKYAB
KYAUKPYU
SANDOWAY
BAY OF
BENGAL
PROME
TOUNGOO
THAYETMYO
HENZADA
BASSEIN
MYAUNGMYA
PYAPON
RANGOON
MARTABAN
MOULMEIN
THATON
TAVOY
MERGUI
SIAM
MOUTHS OF THE IRRAWADDY
20°
18°
16°
14°
REFERENCES
Boundary between Lower and Upper Burma


Divisional Boundary
District Boundary
Tributary States
District Headquarters
Principal Towns and Villages
Cantonments
Railways completed with stations
Railways in progress with stations
Embankments
Metalled Roads
Unmetalled Roads
Principal Mule Tracks
Chief Irrigated areas
Light Houses
Light Vessels
Meteorolites
Beacons
RANGOON
Loikaw
RANGOON
Arnab Light House
Red Light Vessel
RANGOON
Pa Low Pencons
MERGUI
ARCHIPELAGO
MERGUI
12°
40°
92°
94°
96°
98°
100°

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on 01 February, 2020